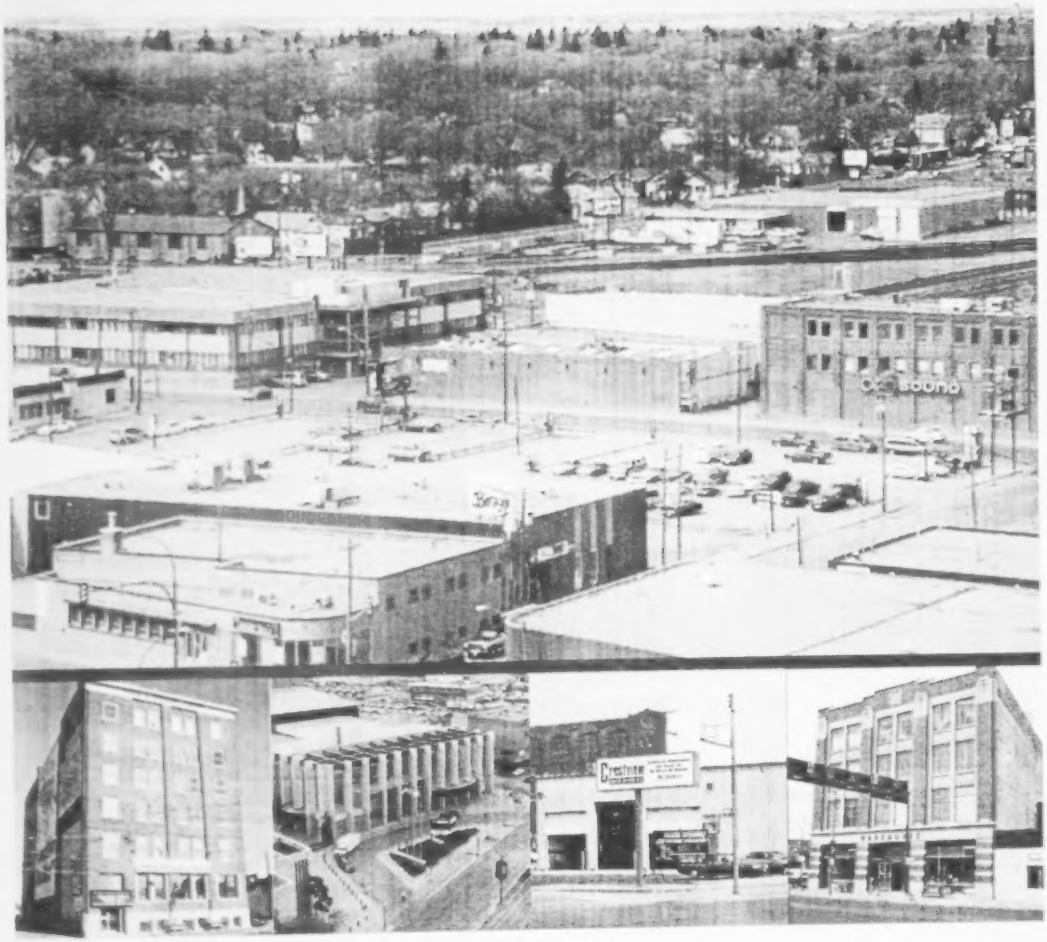
WAREHOUSE DISTRICT

Local Area Plan

Final Report



October 7, 2002
Community Services Department
City Planning Branch

City of Saskatoon

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A. Executive Summary

The Warehouse District Local Area Plan has been prepared to encourage development within the District and to stimulate interest in improving the area's overall environment. As one of Saskatoon's first business districts, the Warehouse District holds a "century–old" charm, which needs to be fostered and enhanced. The area, which once asserted a vibrant and promising future, has experienced a familiar series of stresses that have threatened the well being of many city centers across North America. Changes in retailing patterns, increased choices of transport modes, diverted attention away from the city core are reflected in vehicular dominance and growing suburban areas. This shift has undermined the traditional roles of the Downtown, and the Warehouse District.

This document is an enabling plan, which serves to identify obstacles and barriers to development in the area as well as to explore options to promote the rehabilitation of older structures and to guide future growth in the Downtown Warehouse District.

Through directions developed in this plan, the intent is to nurture a climate of reinvestment in the area. The goal is to rejuvenate the Warehouse District to enable a dynamic mix of urban residential, commercial and cultural activities to locate in the area, benefiting all of Saskatoon.

Current zoning and design practices need to be altered to facilitate positive future development of the Warehouse District. Among the many contributing factors that could lend to achieving the goals of this plan, six major items have been identified as being "catalysts" for the redevelopment of the District. The catalysts will be discussed in greater detail in the issue papers that follow. The catalysts are:

The Catalysts

- The introduction of a mixed-use zoning district
- The 25th Street extension
- Design Competition Incentive
- Relocation and consolidation of the City Yards
- Transit terminal relocation
- The adoption of the Warehouse District Local Area Plan

Mixed-Use Zoning

The Warehouse District Local Area Plan has resulted in the drafting of a new mixed-use zoning district specifically designed to revitalize warehouse districts and older industrial areas within core neighbourhoods. A special feature of this zoning district is that it will blend light industrial, commercial and residential uses together. The new RA (Reinvestment Area) District has been designed to encourage investment and development while maintaining the character of the Warehouse District and may be applied to other areas in the future, as well.

The 25th Street Extension
2002 Capital Budget
Project # 2000

This major improvement to the area will accommodate the flow of traffic and people to and through the District. A distinct northern boundary will be created for the Warehouse District. Circulation within the area will be notably improved as the north–south streets will be extended north to join the new 25th Street. The 25th Street extension also presents an opportunity to create more entry points into the District, perhaps with special welcoming features that will draw attention and visibility to the area. New parcels will be created on both sides of the new street and present new development opportunities along 25th Street.

Design Competition Incentive

The Design Competition Incentive is an initiative to use a city-owned building or site to encourage a catalyst residential or multi-use project in the Warehouse District. The idea is to offer a city-owned building such as the John Deere Building or Arthur Cook Building (if available), or a newly created city-owned site, at below market value, subject to the submission of proposals from the private sector for the design and construction of a new residential or multi-use building.

C of S Yard Consolidation
2002 Capital Budget
Project # 1585

Closely connected to the 25th Street extension project, a study will be undertaken by Infrastructure Services to examine the functional reorganization of the City Yards.

Transit Terminal Relocation

The Transit Services Department is currently seeking potential sites in Downtown Saskatoon to construct a new transit terminal. Possible sites have been identified within the Downtown, including the Warehouse District.

The Adoption of the Warehouse District Local Area Plan

The Warehouse District Local Area Plan will be the first comprehensive plan, which identifies the District as a distinct entity in the Downtown. It is hoped that through the directions of this plan more confidence will be instilled in the area, along with renewed interest and creativity in redeveloping the Warehouse District, building on assets and strengthening the overall Central Business Core.

B. Overview of Local Area Plan Process

What are Local Area Plans?

Local Area Plans are a public, participation-based approach to developing comprehensive neighbourhood plans, which gives business owners, property owners and residents direct input into determining the future of their neighbourhood. Through the assessment of current conditions, neighbourhood strengths and weaknesses, and identification of trends that may affect the neighbourhood, the local area planning process develops goals and actions aimed at the long-term success of a local community with due regard to city-wide goals and issues.

The planning process permits residents, business owners, landowners, and other stakeholders to identify and prioritise issues affecting their community. By working together with the City of Saskatoon through the Community Services Department, these groups can then discuss alternatives, forward solutions and suggest projects to help meet the goals they have identified.

Local Area Plans may include strategies designed to improve or maintain specific areas and provide a guide for future development of the local area. Strategies will vary from area to area depending on need, but will generally focus on the issues of:

Issues Considered During the Process

- *Industrial, Commercial and Residential Land Uses*
- *Municipal Services and Infrastructure*
- *Neighbourhood Heritage*
- *Transportation and Circulation*
- *Neighbourhood Identity*
- *Housing and Infill Development*
- *Streetscapes and Open Space*
- *Neighbourhood Safety*

The scope of the plans could vary from addressing a few specific issues, to an approach, which encompasses a wide range of issues.

Why Local Area Plans?

A core strategy of the City of Saskatoon's Strategic Plan is to "enable active, community-based participation in issue and problem identification and resolution". This has resulted in extensive neighbourhood participation through both the Core Neighbourhood Study Review and the Plan Saskatoon processes.

Plan Saskatoon

Respondents to The Plan Saskatoon Public Participation Program indicated that additional measures are required to enhance Saskatoon's Core and Intermediate neighbourhoods by:

- *improving neighbourhood property maintenance;*
- *managing the number of multiple-unit dwellings;*
- *developing and improving green spaces;*
- *managing the impact of transportation changes;*
- *creating greater housing choices; and,*
- *enhancing health/safety and crime prevention.*

These measures are necessary as the Core and Intermediate neighbourhoods in Saskatoon are expected to accommodate moderate levels of infill development over the next 20 years. This development potential exists as a result of the current land use policy designations and associated zoning patterns and is supported by responses received from the Plan Saskatoon public consultation process. Some of these areas will also experience increases in employment over the next 20-year period, which will come primarily from the infill of vacant or under-used industrial and commercial lands. Because of their central location, ensuring the long-term viability of these Core and Intermediate neighbourhoods contributes significantly to the success of the entire city. To ensure their continued viability, Core and Intermediate neighbourhoods require Local Area Plans to identify and address neighbourhood concerns. Additionally, the ongoing commitment and support of elected officials and city administration will also contribute to this success.

The **Local Area Plans** undertaken in each neighbourhood share a format that includes:

- A neighbourhood demographic and infrastructure inventory;
- A public participation process to develop goals and set priorities; and,
- Recommendations that aim to resolve long-term issues identified through the planning process.

Each Local Area Plan will be prepared and scheduled to examine a number of issues including, but not limited to, the current level of pressure for development and need for improvement.

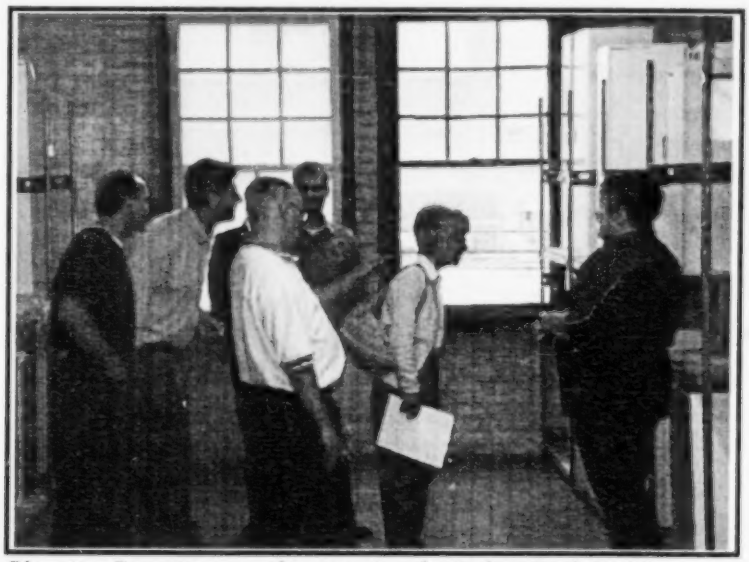
C. The Warehouse District Local Area Plan

The Warehouse District Local Area Planning process was initiated on April 9th, 2001, at a public meeting hosted at the Quality Inn Hotel. Attendees were introduced to the process and indicated their willingness to participate in the planning committee at that time. Property owners, business owners, interest groups and professional individuals comprise the Warehouse District Local Area Planning Committee.

Planning Committee Members

Ken Achs
David Anderson
Gord Androsoff
Craig Ayers
Mark Bobyn
Andrew Butler
Nancy Carmichael
Bill Delainey
Bill Fosty
Donna Jones
Willy Marks
D. Richardson
Louise Roy-Mah
Debbie Murphy
Diane Sawatsky
Terry Scaddan
Councillor Swystun
George Tennent
Councillor Waygood
Justin Wotherspoon

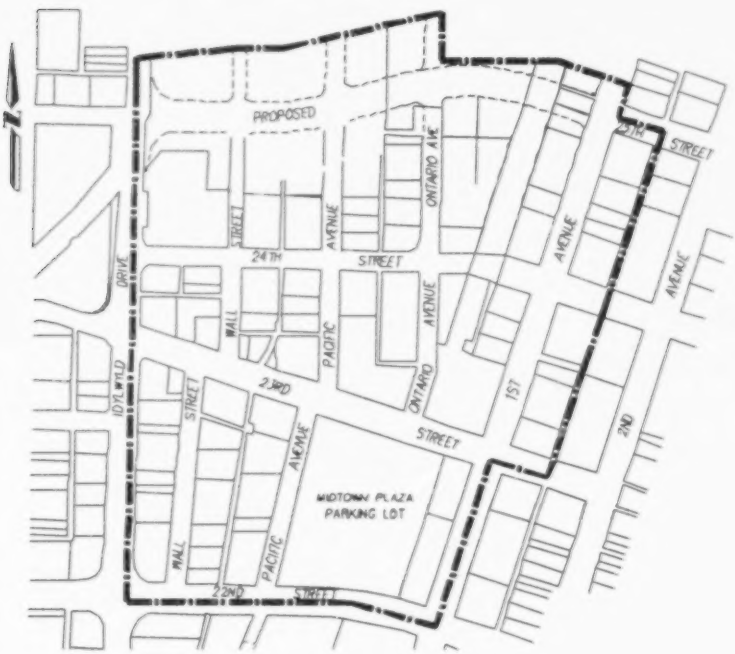
Many members of the group are long-term residents of Saskatoon, who are involved in the local business community, or other community programs and cultural organizations. In addition, the Committee included newcomers to the city who contribute renewed insight and enthusiasm to the process. Committee members hold the common belief that the Warehouse District has tremendous potential to become a unique urban district within the Downtown, and they have participated in this process to have their input included in the future development of the area.



Planning Committee members touring the Arthur Cook Building

D. The Study Area

The study area for the Warehouse District Local Area Plan was determined at the first meeting of stakeholders. The District is part of the northwest portion of the Central Business District and also includes the south portion of the Central Industrial area as delineated in the City Planning Branch's Neighbourhood Boundaries Map. The Warehouse District is recognized in the Saskatoon Downtown Plan as one part of five sectors that constitute Saskatoon's Downtown. The Downtown Plan acknowledges the potential for warehouse conversions to residential development and commercial uses that will benefit the entire Downtown core. This is also supported by the City of Saskatoon Development Plan and the Downtown Housing Study (1998).



Warehouse District Local Area Plan Study Area

Planning Committee Meetings

Meetings were held over the course of nine months to discuss issues identified by the group early in the process. The topics were regarded as significant factors that may influence redevelopment of the area. At times, guests with expertise in specific areas were invited to attend and present information to the Planning Committee for further input and discussion.

Meeting locations were rotated between a number of the warehouse sites within the District, often through the generous hospitality of building owners or managers. This presented an opportunity for the Planning Committee to better acquaint themselves and become more familiar with the District and its place in the Downtown. The special occasion to offer tours of some of the prominent warehouse structures, from rooftop to basement storage, before meetings was also accommodated. The tours allowed Planning Committee members to view and learn of the structural merits and architectural details/features that these former *"pillars of the community"* possess and facilitated a clearer awareness and appreciation of the features that the area holds.

E. Warehouse District Vision Statement

The Vision Statement has been derived based on the visions and success factors of the Planning Committee. It speaks to the aspirations and development potential that is exhibited in the Warehouse District.

Warehouse District Vision Statement

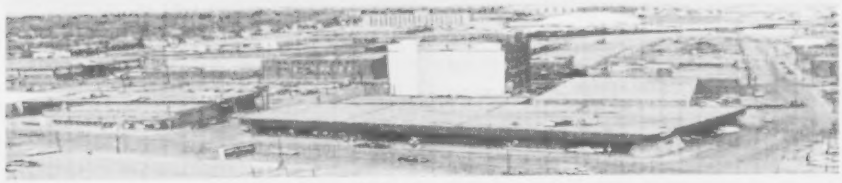
"Looking to the Future"

A teeming urban environment reinventing itself in the shell of its historic industrial character, the Warehouse District offers diverse alternatives of livability and enterprise unique to the center of the city. The District will be nurtured from a forgotten urban core to a vibrant people place that supports arts and culture, in harmony with a variety of mixed uses.

Visions and Goals

The following are statements submitted by members of the Committee expressing long-term goals of the District and measures of success. Statements like these support the overall vision statement for the area.

- *"A people friendly, mixed-use, funky area complete with an eclectic mix of shops and spaces interspersed with urban living and art studio spaces."*
- *"A special place, whether lived in, visited or happened upon that becomes unforgettable."*
- *"Diversity in uses that creates a self-sustaining local economy."*
- *"An area that perpetuates a vibrant, pedestrian friendly, funky place day/night, summer/winter, supported by a strong localized resident base."*
- *"People living, playing and working in the area; a functional, visually exciting neighbourhood."*
- *"A specially blended assortment of building types, combining the integrity of the historic sites with new construction created through imagination and innovation."*
- *"An integration of the district with the rest of Downtown, maintaining its own unique district identity."*
- *"A people friendly, mixed-use, funky place, complete with eclectic stores and spaces interspersed with warehouse pads, flats and art studio spaces. A wow-phenomenon within the Downtown and for the whole city. A place, whether lived in, visited or happened upon, becomes unforgettable."*



The Pioneering Past

F. Warehouse District History

Threaded amidst the junction of rail lines that once sliced across downtown Saskatoon, the Warehouse District was born at a time of fervent settlement. The arrival of the railway network in combination with the changing freight rates gave way to the development of a wholesaling district, which mainly catered to the agricultural sector of the region. With the advancement of the rail lines, Saskatoon defined its role early on as a city of wholesalers with some small, localized industry.

An early view of the District set amidst the complex network of rail lines. [1]

[1] "Photo No. LH 1534, photographer unknown, courtesy of the Saskatoon Public Library Local History Room."

During the years of 1906 to 1909, the young city of Saskatoon grew steadily with a promising outlook of becoming the major distribution center for the province and even more ambitiously for all of western Canada. Touted as the "Hub City", Saskatoon was quickly able to establish and maintain the reputation as a prairie distribution centre for wholesale and locally manufactured goods, and the freighting of pioneering effects.[2] Expansion seemed imminent in those years, as the number of warehousing facilities, increased to six in only one year after the initial warehouse in the area was built in 1906. The following year saw that number inflated to twenty-three wholesalers in the area.[3]

[2] Clubb, Sally Potter, Saskatoon: The Serenity and The Surge (Saskatoon: City of Saskatoon, 1966), page 19
[1] Kerr, Don and Hanson, Stan, Saskatoon: "The First Half Century", 1982, page 77

A second phenomenal period of growth occurred between 1910 and 1912, when land values, building permits and construction was at an all time high. The class of buildings that was being built was considered to be the most modern of the time, which was reflective of the confidence of those days[4].

Pioneering businessmen; the Fairbanks Morse Warehouse on 24th Street is seen in the background[5].

It was once stated that "no where will a more progressive crowd be found. The pioneers have the courage to look well into the future needs as well as meet the requirements of the hour." [6] This was said of the migrants to the area who saw the promise that the new settlement held. This attitude motivated the rapid expansion in those early years.

Influence of Railway Development

It was the successful bid by the local business community for petitioning to locate rail lines to the young settlement that allowed the wholesale district to prosper. Those were optimistic years, with hopes for growth as Saskatoon was to become the chief divisional point between the larger centers, Winnipeg and Edmonton. The development of three independent rail systems (the C.P.R., C.N.P.

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[4] The Phoenix, Board of Trade, 1906: "A Few Facts about Saskatoon: Saskatoon and Its Possibilities", page 34
[5] "Photo No. PH-95-56-1, photographer unknown, courtesy of the Saskatoon Public Library Local History Room."
[6] The Phoenix, Board of Trade, 1906: "A Few Facts about Saskatoon: Saskatoon and Its Possibilities", page 30

and G.T. P.) ensured the city's place to become a point of distribution and exchange[7].

Construction Flourishes

Many well-established companies from Eastern Canada and the United States saw the economic potential of forging their enterprises to the prairies and other western provinces. An extensive number of warehouse structures were being constructed to the north and west of the central downtown core conveniently adjoining the rail lines. The location of Saskatoon served as an ideal hub and trans-shipment point for the distribution of goods.

"By 1913, the warehouse district had extended up 1st Avenue North and its vicinity, shaping the city's western skyline. Within it, the six-storey Tees and Persse Co. building was prominent and the solid John Deere Plow Company warehouse on Ontario Avenue, Rumely Company machinery and Warehouse on the corner of 24th Street and Pacific Avenue was both functional and attractive"[8]

An array of commodities was being shipped to the city ranging from grocery items, tobacco, hardware to furniture. Also significant was the manufacture and sale of agricultural implements, which prompted the construction of several warehouses and sales centres in the area, which was considered an ideal distribution point.

The Slow Down

What followed the hysterical boom of 1912 was an equally momentous descent, caused in part by the boom itself. Uncertain of its future, the city maintained its role as a distribution and service centre, but new interest to entice industry to the area became a priority. The progression to transform the distribution centre into an industrial center was short-lived and with the collapse of the boom, the slowdown continued and ultimately lasted into the war years[9]. The repercussions of the collapse allowed the city to retain only the function as a service centre for its own trading area, until after World War II.

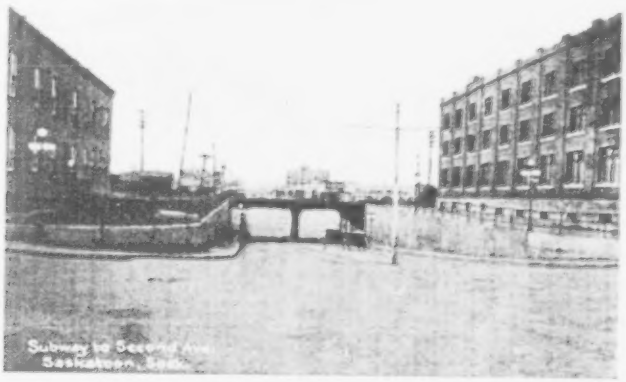
[7] The Phoenix, Board of Trade, 1908: "A Few Facts about Saskatoon: Saskatoon and Its Possibilities", page 7 and 8
[8] Kerr, Don and Hanson, Stan," Saskatoon: The First-Half Century ", 1982, Page 77.
[9] Herr, Don and Hanson, Stan, "Saskatoon: The First Half-Century", 1982, page 118

In the years that followed, a number of events took place that influenced Saskatoon's Downtown and dictated the future of the Warehouse District. These actions are summarized below:

- *The City of Saskatoon and the CNR signed an agreement for the removal of the Downtown rail facilities;*
- *The 20th Street footbridge over the CNR track was dismantled;*
- *Construction began on the Idylwyld Bridge and Freeway for a new major traffic corridor to the Downtown;*
- *Construction of the Centennial Auditorium commenced;*
- *The 23rd Street underpass was dismantled and filled in as the rail line was no longer in use on that line;*
- *The CNR Station on 1st Avenue and 21st Street was demolished;*
- *Midtown Plaza was constructed on the former site of the CNR Station.*[11]
- *Location of City Yards to the area, along with other civic departments such as Central Stores and Purchasing;*
- *Saskatchewan Transportation Company located to the area, where it functions as the city's main terminal.*

With these developments in place, Downtown established itself as it appears today. Focus on the wholesaling area had already begun its decline, as attention shifted to other areas. However, many of the warehouses, now subject to other uses remain today.
These buildings are a **precious link to the past**, which continues to remind us of a period of extraordinary growth.

Construction of the subway.[10]



[10] "Photo No. PH 98-42, photographer unknown, courtesy of the Saskatoon Public Library, Local History Room".
[11] City of Saskatoon website: City Archives, Saskatoon History and Significant Dates.

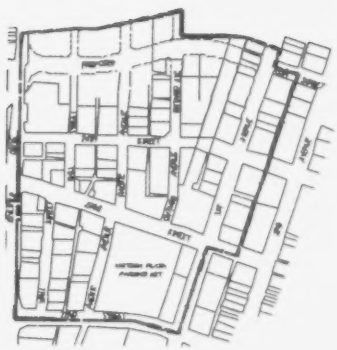
The under-pass, "subway" on 23rd Street. [12]

Significance of Street Names in the Warehouse District

The Warehouse District covers a relatively small area and only has a few streets contained within its boundaries. There is some historical significance to the street names here.

Pacific Avenue

Pacific Avenue was originally named Alberta Avenue, but the influence of the railway on the area prompted a name change to reflect and commemorate the Canadian Pacific Railway, which had located their freight offices at one point to be regarded at the heart of the District. It runs from Twenty-second Street north to the CPR railway tracks (City Yards) where it ends.



View looking south on Pacific Avenue [13].

[12] "Photo No. PH 98-191, photographer unknown, courtesy of the Saskatoon Public Library, Local History Room."
[13] Photo credit: "Photo No. A224, courtesy of the Saskatoon Public Library Local History Room."

Wall Street

First named Saskatchewan Avenue, it was renamed Wall Street, reinforcing the optimism of future expansion that early residents of Saskatoon held. Wall Street came from the famous Wall Street of New York. Aspirations of becoming a financial centre for the city did not materialize in this District, however, Saskatoon's Wall Street was once successful in serving wholesale and packing houses, in part due to the many spur lines leading to it. [14]

Ontario Avenue

Ontario Avenue was named after the Province of Ontario, and is bisected by the CPR lands. In the Warehouse District, it run from 22nd Street to the City Yards, then resumes north of the Yards, outside the area. [15]

[14] Source: Streets and Roads of Saskatoon, a Saskatoon Public School Project, edited by Pete and Mabel Russell, 1978, Modern Press, 2nd Edition, page 76 and 77 and 102.

[15] Duerkop, John: "Saskatoon's History in Street Names", Purich Publishing, 1990, page 198

G. The Warehouse District Today

Introduction

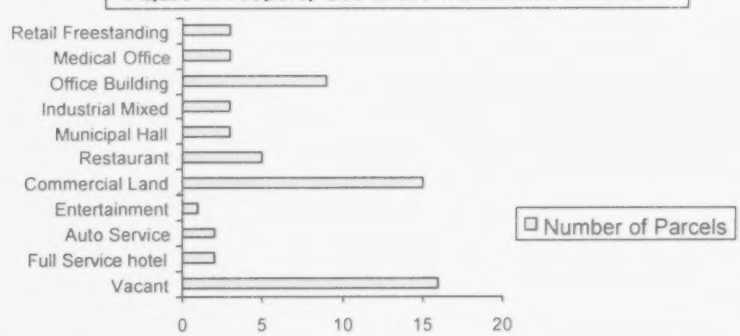
The Warehouse District is among the oldest business/ industrial areas of the city. Formed in a period of unprecedented optimism and rapid expansion, the District today faces the consequences of external forces that have resulted in an underused, under-appreciated and forgotten area. The confidence in the District never fully regained momentum after the Second World War. Although some of the original warehouse structures withstood the years, the area's primary function as the wholesale district shifted, as attention was drawn to outer lying areas of the city.

The area is still perceived to be 'industrial' with the City Yards occupying a large portion of the lands directly north of the District. Further south of the Yards, there is a small, but dedicated community of various businesses and cultural activities that keep the area active. A long time anchor in the District is the Keg Restaurant, which has operated in the area since 1981. Other attractions to the area are A & B Sound, which transformed three levels of a warehouse into retail space attracting shoppers and employment, as well as the Saigon Rose Restaurant. Numerous art co-ops, small offices, retail stores and specialty shops keep the area thriving. Most recently, Stantec Engineering renovated a warehouse for office space.

Property Uses

Figure 1 shows the various uses and frequency of use; Map 1 illustrates the location of these uses in the District today.

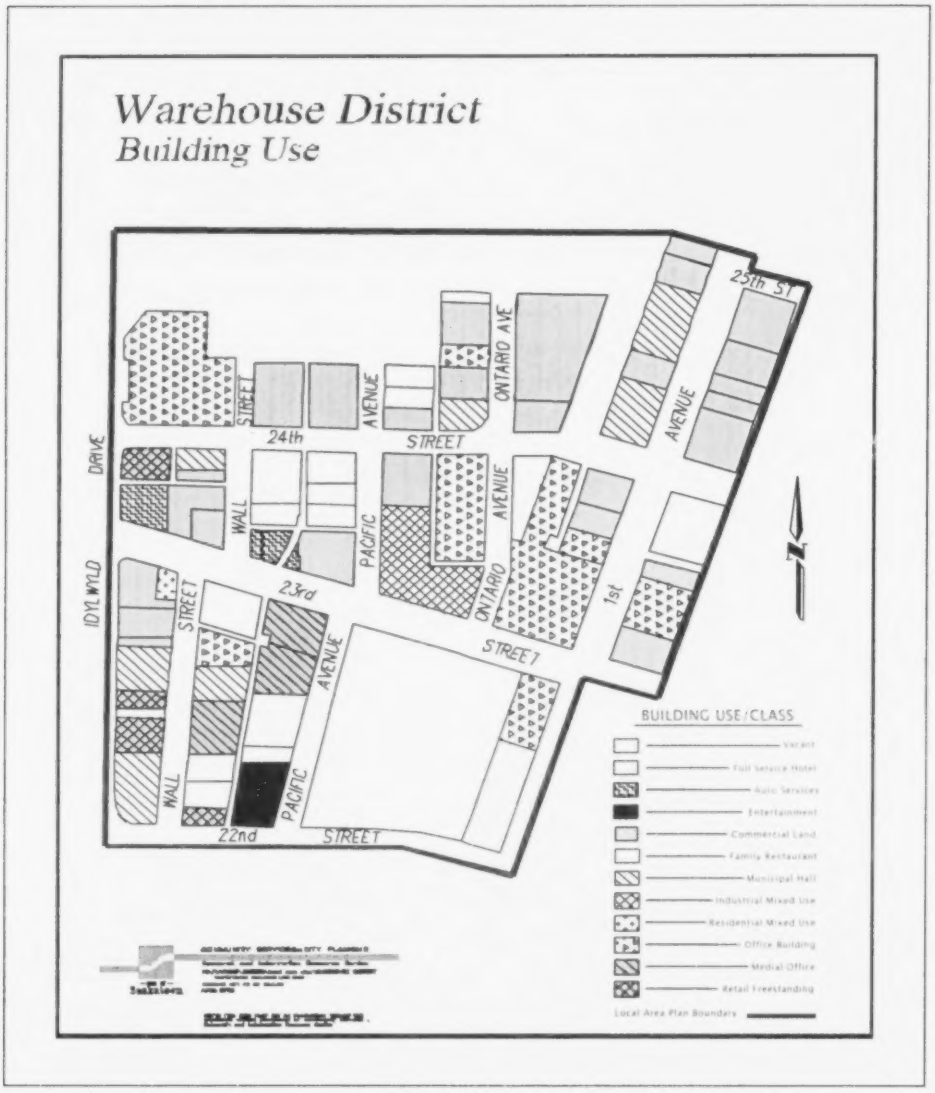
Figure 1: Property Use in the Warehouse District



The Warehouse District is characterized as a business industrial area. More specifically, there are a variety of uses that have been categorized, such restaurants, which would include The Keg and The Saigon Rose. Various office uses in the area include Saskatoon District Health, the City Purchasing Department some private firms, as well as numerous medical offices, which have been given a separate category. The vacant lots can be viewed as future development opportunities, as the area

is proximal to the Downtown core, which is ideal for further office, retail, and commercial uses. A component of residential development is also expected to fit in to this District, as well.

Map 1: Property Uses in the Warehouse District

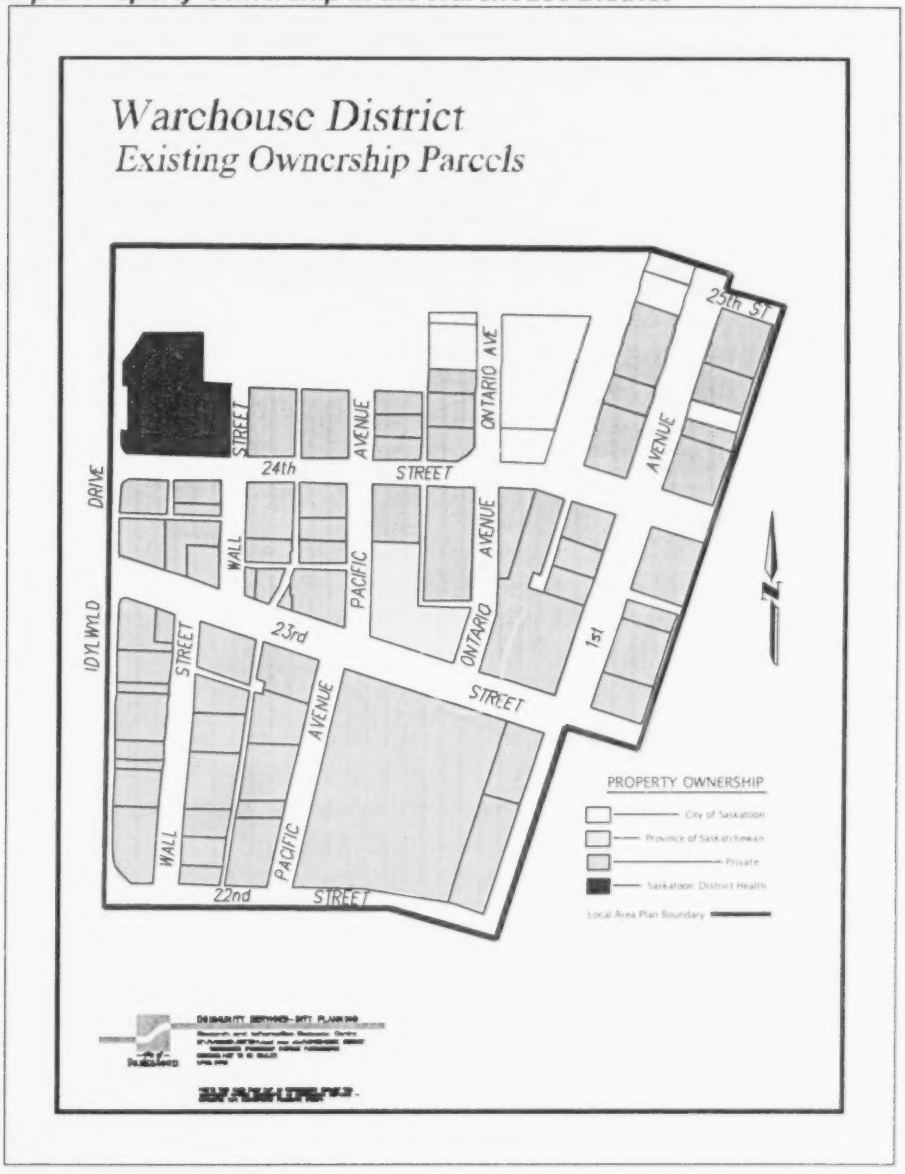


Property Ownership

Most of the land and buildings in the Warehouse District are privately owned, although the City of Saskatoon has recently purchased 10.1 acres of former CPR lands, which will be used for the extension of 25th Street, re-organization of the City Yards and the creation of new developable parcels. The City also possesses two warehouses, which are currently used as office and storage

facilities for civic departments. The Saskatchewan Transportation Company (Province of Saskatchewan) operates its bus terminal from within the District.

Map 2: Property Ownership in the Warehouse District

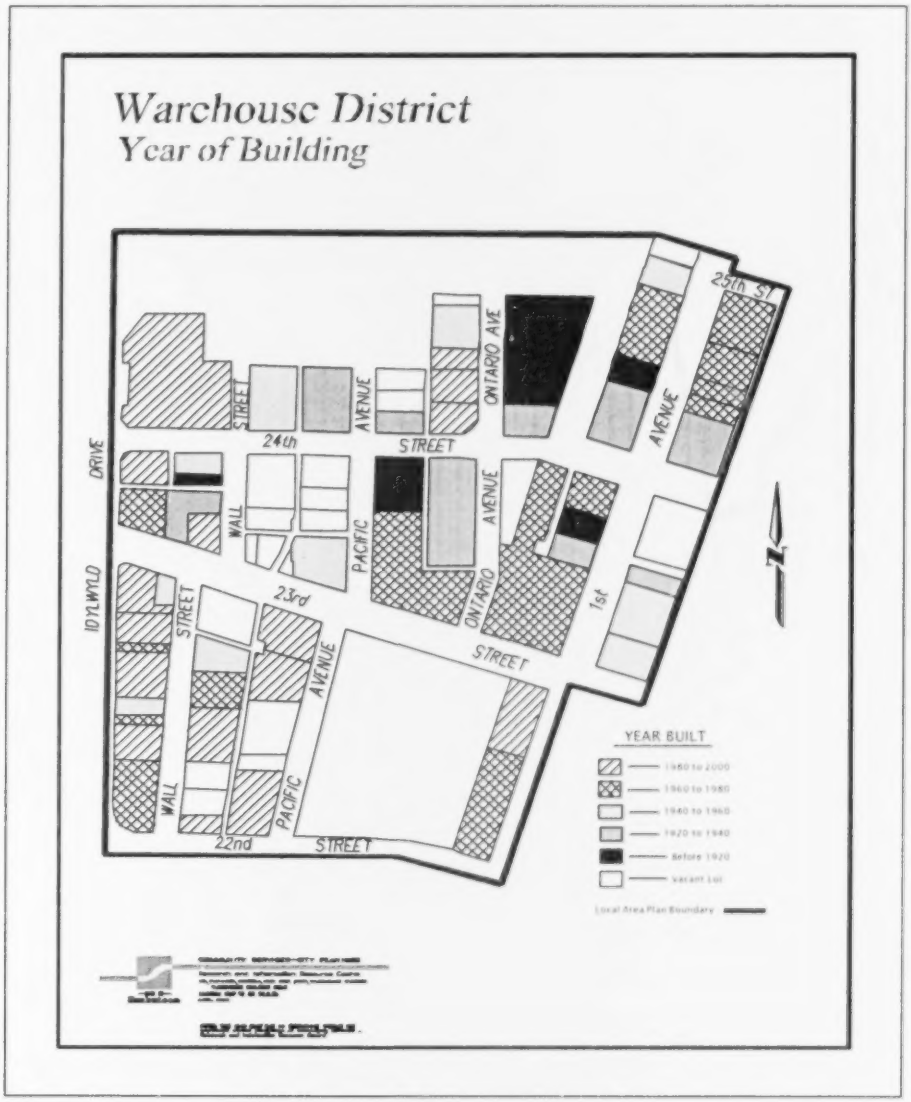


Age of Structures

Many buildings contained within the Warehouse District boundaries are diverse in style, age and size reflective of the period of construction. Alongside the historic warehouses is distinct contemporary construction that adds to the variety and function of the area. An example of this is the area lying south of 23rd Street, where modern-style offices, some built post 1960, mostly built post 1980, have

replaced older buildings. This area offers a contrast to the older warehouse structures north of 23rd Street. The following map shows the location of structures by year of construction.

Map 3: Year of Building Construction

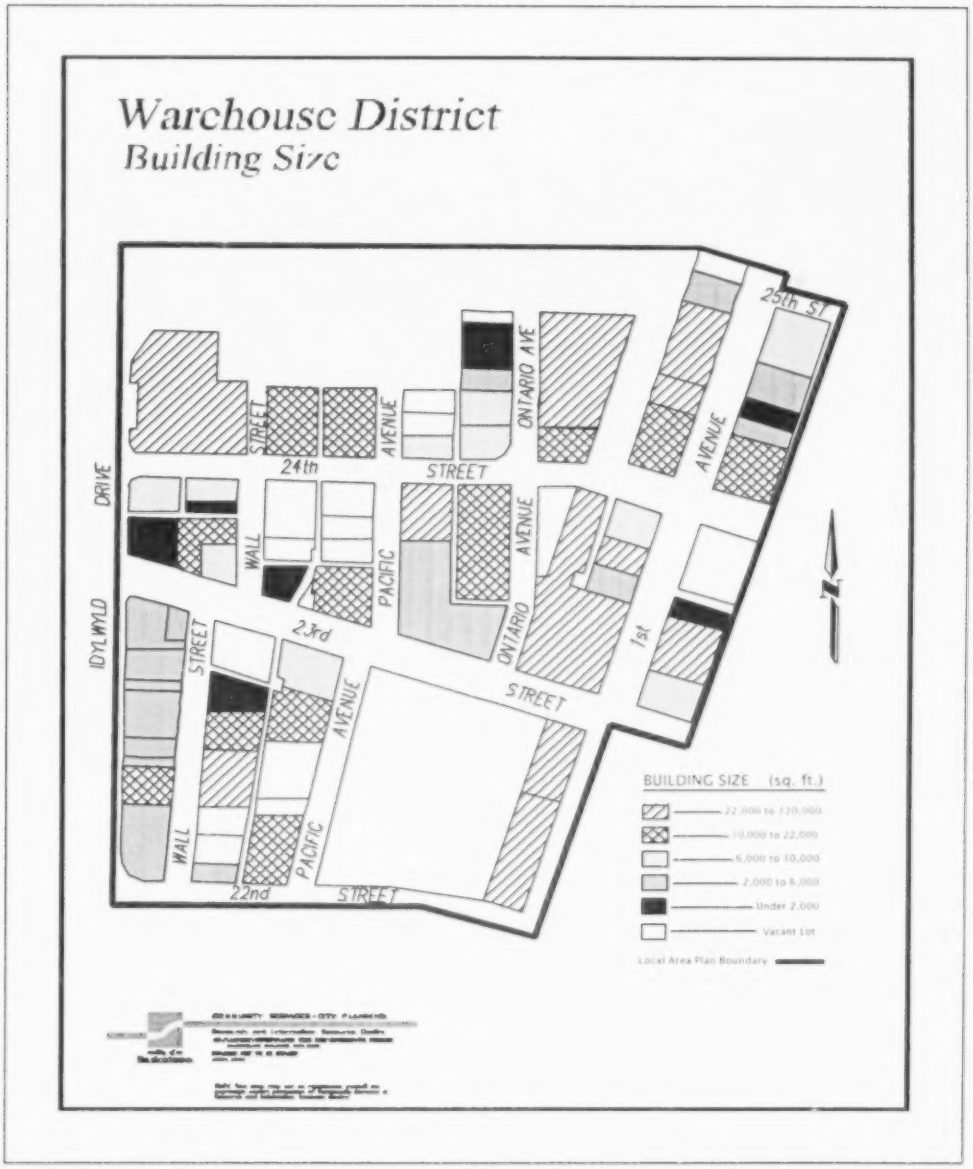


Building Sizes

There is a range of building types and sizes in the District. The dominant feature of the Warehouse District is the solid, brick structures that can be found in the area. Below, Map 4 shows the location and sizes of the buildings in the District. Warehouses are generally grand in scale, which characterizes the uniqueness of old

warehouse districts.

Map 4: Size of Buildings in the Warehouse District



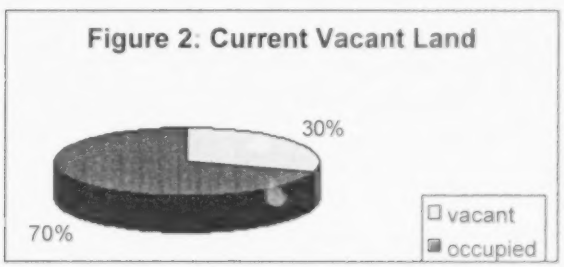
Vacant Land

The inventory of vacant land in the Warehouse District today is large, but this vacancy presents many opportunities for creative and innovative infill development. Much of this space is currently used as surface parking and impresses upon the area as open and underused space interspersed against the backdrop of strong brick warehouses. Once 25th Street is constructed, even more developable land will be created.

Current Vacant Land

Currently, there is approximately 38, 000 sq. m of vacant land in the Warehouse District. This means that 30% of the District is currently vacant. This value includes the large area of the Midtown Plaza Lot, which is approximately 21,000 sq. m. Parking lots have been included in the figure for vacant land because of the future development potential of these sites, including the Midtown Lot.

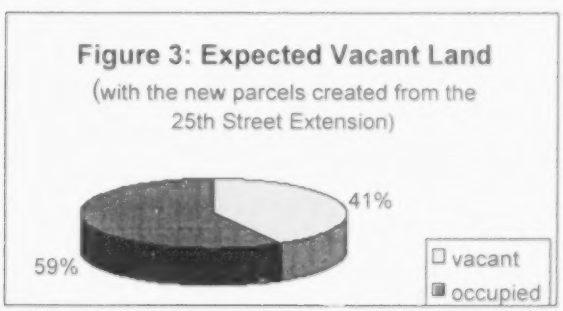
Figure 2: Current Vacant Land



Vacant Land with Additional Proposed Parcels

It is expected that with the construction of the 25th Street extension that about 25,000 sq m of new developable land will be made available. This increases the total amount of vacant land to about 41% of the total area in the Warehouse District.

Figure 3: Expected Vacant Land
(with the new parcels created from the 25th Street Extension)



Lots of Ideas

There has never been a lack of ideas for redevelopment of this area. Many groups have attempted to collaborate efforts and generate renewed optimism to revitalize the District over the years. Whether through informal discussions or official meetings, many individuals and groups believe in the potential that the area holds, sharing what they visualize for the future. In the Partnership's Downtown Improvement Plan (1988), it recognizes the District's unique role in Downtown and envisions a future rejuvenation of the warehouse structures mixed with complementary new development for a wide range of uses and activities. It also acknowledges that the turn-around time for this to happen will take a considerable amount of time. Just as gradual as the decline took place, recovery will also require patience. The value in recognizing modest changes must not be underestimated, as these actions will nurture opportunities for even more positive development.

Change Needs to Happen

This plan is founded on the premise that change needs to happen in the Warehouse District to ensure the long-term success of Saskatoon's Downtown. This document will facilitate an exchange between private sector interests and public sector responsibility and serves as the first in-depth study of the District.

Today's Generation of "Pioneers"

The air of optimism that motivated and inspired the new settlers over 100 years ago allowed the dream of a new settlement to be pursued. The pioneers of the early community were true risk takers and innovators of that time. The Warehouse District today is long overdue for transition and with a directed effort and continued interest in the area the time has come to move forward. It is anticipated that the upcoming years will see major changes that will redefine the area, offering renewed optimism for a special, well-balanced, community entity in the Downtown, known as the Warehouse District.

H: Summary of Recommendations

District Identity and Branding

1.1 That The Downtown Partnership facilitates a group of local business owners and stakeholders to promote the Warehouse District and create a distinct identity based on the vision statement created by this Plan.

Transportation

2.1 That the Infrastructure Services Department, Municipal Engineering Branch, commence with detailed design work to extend 25th Street from 1st Avenue to Idylwyld Drive.

2.2 That the Municipal Engineering Branch attempt to minimize any traffic impacts from the proposed extension of 25th Street on surrounding neighbourhoods, including Caswell Hill.

2.3 That the Municipal Engineering Branch consider leaving the median open at 24th Street and Idylwyld Drive within the design of the 25th Street extension.

2.4 That the Public Works Branch consider additional entrances to the City Yards during the Yards Consolidation Study to provide alternate access to the site.

2.5 That the Land Branch, Urban Design Section, consider extending the study area for the 25th Street Master Plan to include the new portion of 25th Street from 1st Avenue to Idylwyld Drive..

2.6 That the Transit Branch be encouraged to seek a location for a new, aesthetically pleasing, transit terminal within the Warehouse District, if functionally viable

Land Use

3.1 That City Council endorse: i) Proposed Land Use Map, Map 6.0 and;
ii) Proposed Downtown Land Use Map, Map 8.0 and
that the Community Services Department be instructed to undertake the necessary steps to incorporate them into the City of Saskatoon Development Plan, including advertising and a public hearing.

3.2 That the concept of an RA - Reinvestment Area District as outlined in Appendix 1 be approved.

3.3 *That City Council endorse the rezoning of the land area as shown on Map 10.0 and parcels listed in Table 1, from an IL1 District to an RA District.*

Residential Development

4.1 *That the Administration examine the feasibility of using a city-owned site or building within the Warehouse District for a residential or multi-use catalyst project subject to the completion of a design competition, selection of a suitable project and the posting of a performance bond. Furthermore, that the Downtown Housing Study (October 1998) be used as a reference for the design of such a competition.*

Elements of Design

5.1 *That the historic character lighting that has been used on 24th Street be applied on all the new streets that will be built in the area, and eventually all the lighting in the District be replaced with this treatment through the Urban Design Program.*

5.2 *That on-street parking be included in the design along both sides of the 25th Street extension and as well as in any future upgrading on both sides of 24th Street.*

5.3 *That consideration be given to the creation an official entry point at the intersection of Idylwyld and 25th Street in the design of the 25th Street Streetscape Master Plan.*

5.4 *That an informational brochure be developed by the Building Standards Branch and City Planning Branch to highlight the use of alternative design methods and design guidelines when the redevelopment of older buildings is proposed.*

5.5 *That the Warehouse District Local Area Plan be provided free of charge to all prospective purchasers of land from the City Land Branch to understand the design goals of the area.*

5.6 *That the Land Branch be instructed to implement appropriate Development Controls on all new city-owned parcels created in the Warehouse District which reflect the Design Guidelines contained on Page 65, Section 3: Elements of Design of this report.*

Heritage

6.1 *That the Development Services Branch request resources through the Capital Budget process to undertake a comprehensive inventory of potential heritage properties in the Warehouse District.*

6.2 *That the Community Services Department advise the owners of the Tees and Persse Warehouse, 331- 1st Avenue North, Buckwold's Warehouse, 75- 24th Street East and The Rumely Building, 226 Pacific Avenue of the potential opportunities presented by the City's Heritage Conservation Program.*

6.3 *That Community Services Department advise the Downtown Partnership of the available heritage research that the City has on properties in the Warehouse District for interpretive purposes.*

Incentives and Development Conditions

7.1 *That Infrastructure Services conduct a condition and capacity analysis of the Warehouse District utility services.*

7.2 *That upon the relocation of the City Yards and the completion of the 25th Street extension, the City of Saskatoon consider creating a Warehouse Development Incentives Program to offer tax incentives for all types of development within the Warehouse District.*

Safety

8.1(a) *That a safety audit be conducted before the design and construction of the new 25th Street extension to evaluate crime prevention needs in the District's existing areas and in advance of creating new areas.*

(b) *That the safety audit report be forwarded to the 25th Street Streetscape Master Plan design team, Land Branch for consideration during the preparation of the Master Plan design.*

ISSUE PAPERS

1.0 District Identity
2.0 Transportation
3.0 Land Use
4.0 Residential Development
5.0 Elements of Design
6.0 Heritage
7.0 Incentives and Development Conditions
8.0 Safety

1.0 District Identity: Branding

Goals

- To work with the stakeholders of the community to identify themes central to a Warehouse District identity;
- To recognize the evolution of the arts-based organizations that have congregated in the District;
- To organize a group that will work on branding the area and to plan events to increase the profile of the area.

Introduction

The essence of the Warehouse District is captured in the building form and distinct street layout at the core of the historical area. Heritage structures conceding turn of the century architectural merits, such as bold brick facades, and stone detailing define the Warehouse District's uniqueness. Early influences, in particular the rail lines, played an integral role in the function of the area, and have shaped the foundations of the District.

Narrow streets lined by large structures, view of 24th Street.

There is a strong desire to build on what is already established. Many stakeholders of the area are zealous supporters of the historic qualities that their buildings hold and of the pioneering past of the entire District. Being greatly dedicated to their operations, some businesses are built on the success of past generations. Any future plans for redevelopment of the Warehouse District must reflect the ingenuity of the past.

The image exhibited in the Warehouse District today may not be cohesively definable. The District is in a transitional stage, with various types of uses emerging that are redefining the area. Shifting away from traditional industrial uses and becoming increasingly modern and diverse, the District thrives with small, localized activity. Additionally, the upcoming improvements planned in the near future, such as the 25th Street extension, have tremendous potential to influence the image of the District.

Community Values and Strengths

The Planning Committee convened to identify the strengths that influence the themes that are dominant in the area. In summary:

- Historic Warehouses
- Localized activity
- Affordable raw spaces
- Industrial edge of the Downtown
- Thriving artistic community
- Concrete and urban feel
- Massing and size of buildings
- Links to the historic wholesale district
- Hub of pioneering activity for distribution

Themes

Four major areas have been recognized as important and distinguishable components that contribute to an overall theme in the Warehouse District. These are summarized as:

1. Heritage

Most obvious are the traditional brick warehouses found in the area that exemplify traditional architectural details. The District is also a reminder of the dynamic risk-takers who came to the area with the ambition of making Saskatoon into a successful distribution center. Another prominent feature of the District is the network of old rail lines threaded between many of the structures. Although not in use today, these are examples of symbols of the past that should be maintained by incorporating them for interpretation into emerging developments.

2. Urban and Industrial

Reflective of the original function of the District, are the building sizes and the general layout of the streets throughout the area. The bold brick facades and the concrete spaces impress a sense of industrial rawness that has an attractive appeal to a specialized market, which may include young professionals, all types of artists and adventuresome entrepreneurs. It was expressed that this feature be maintained in any future redevelopment of the area.

3. Mixed Uses

The evolution of uses in the District has seen the adaptive reuse of some old structures that influence the function and attraction to the area. An example of this can be seen on the floor level of the Rumely building, which is occupied today by an assortment of retail uses and other specialty services. Another example can be seen across the street where A & B Sound has adapted an old warehouse into a full-scale retail outlet. Future development in the area is expected to accommodate a residential component as well.

4. Arts District

One emerging use that has become common in old industrial areas in other cities is the transformation of warehouse space into artist's studios. Cultural uses in older areas have the potential to stimulate interest and increase appeal of the surrounding area. An arts-minded theme is a valuable component that must be included in defining the Warehouse District's identity.

Any project in the District should reflect an element of these themes for the movement towards a stronger District identity. These themes will reinforce the built environment and support the special features that are central to the overall goals to revitalize the area.

Cultural Districts

In revitalizing older areas in many cities across North America, there is growing popularity in implementing cultural districts. This concept positions the use of arts at the centre of renewal efforts. A cultural district is a well-recognized, mixed-use area in which a high concentration of cultural facilities serves as the anchor attraction and destination.

Building ***Cultural Districts*** may benefit communities by:

- attracting visitors, and eventually residents;
- beautifying the area through visual enhancements;
- providing employment;
- complementing adjacent businesses;
- contributing and strengthening the urban fabric of the entire District.

Saskatoon's Warehouse District has the potential of becoming the cultural district of Downtown. Framed by a major cultural facility, the Centennial Auditorium, to the south and a large movie theatre located within the District, the area is already strongly supported by artistic minded uses in the downtown. In addition, recognizing the several arts based organizations and facilities that currently operate within the area contributes to this theme.

Arts-based Organizations in the Warehouse District:

AKA Gallery
Blackflash Magazine
CO-Opera
The Photographers Gallery
Paved Art & New Media
TREE
Tribe
Video Verte
Vivid Works

Directly south of the Warehouse District boundary is the Centennial Auditorium, one of Saskatoon's major cultural facilities; The Cineplex Odeon Theatre is located across the street also serving as an anchor.

In redevelopment of the Warehouse District, emphasis should be placed on encouraging the use of arts and attracting cultural uses to the area. The District is bounded on the south by 22nd Street, which was also themed on the basis of arts and culture in a streetscape project undertaken by the Urban Design Branch, in 1995. There may be future development possibilities on the Midtown parking lot, which could link and integrate the Warehouse District with the facilities that exist on 22nd Street.

In 1998, a Downtown Housing Study was completed to examine various housing options throughout the downtown. The study looked at the Warehouse District as one of the major areas of downtown and suggests that that in order to improve the District's appeal for residential development that: ***"mixed use development be provided with an arts-based focus".*** This effort will be driven by the private sector, but may be supported with public improvements to provide a thematic focus for the initial stages of revitalization of the area.

Promotion of the Warehouse District

Establishing a district identity is the first step in developing a strategy to market the area. Drawing the attention of potential developers and businesses to the Warehouse District begins with small improvements, a show of commitment, and indicators of confidence.

Role of The Partnership (Downtown BID)

The Partnership is the Downtown Business Improvement District. Its purpose is to create an environment in the Central Business District (C.B.D.) conducive to retaining current businesses and ultimately attracting new business to the area. The boundaries of the Saskatoon C.B.D. are 25th Street on the North, Idylwyld Drive on the west and the river on the South & East, which includes the Warehouse District.

The Partnership acts as a liaison between Downtown businesses and the City of Saskatoon. The Partnership also participates in the Urban Design Committee to enhance the area through streetscape development. Additionally, it is an active promoter and sponsor of various area-specific festivals and events.

Events

Increasing the Warehouse District's profile may be achieved by using the area to host events that draws high attendance. This was attempted a few years ago, in 1995, when The Fringe Festival moved from the Broadway area to the Warehouse District as a new trial venue. Unfortunately, due to a combination of un-cooperative weather and other influences that summer, the Festival opted to return to its original location on Broadway from that time on.

The Planning Committee discussed the possibilities of creating a new arts-related festival, unique to the District that would celebrate the area. There is ample talent hidden behind the brick walls of some of the warehouses that may contribute to such events. Involvement of the local community creates a sense of pride that contributes to the overall well being of the area and also allows for stakeholders to take ownership of such events. A specific idea that was suggested involves the upcoming 20th anniversary of the Fairbanks Morse Warehouse becoming a designated heritage property in 2005. The idea was built on the concept of showcasing all the cultural organizations, artists and other arts related businesses that the building houses at street level for the general public to enjoy.

An attraction that draws people to the area needs to be established, increasing appreciation for an urban core on the verge of revival. Aside from the specialty shops and services that the District currently offers, it was suggested that a regular event, such as the Farmers' Market would be ideal for this location. Again, this would bring many visitors to the area on a regular basis and increase the profile of the Warehouse District.

Branding

Some communities opt to market their area by "**branding**". This involves promoting a specific theme that applies to the focus area often through decorative, design elements signifying that it is a special, cohesive place. This can be taken further to develop promotional materials with distinct logos to attract people to the area. The Planning Committee discussed ideas such as "Slogo" which combines a slogan and a logo for promotions. Consensus was not arrived at during the meetings, although the idea is thought to be a good one that should be pursued outside the realm of the Local Area Plan. Also, the Partnership presented examples of some design work that had been commissioned in previous years to develop a logo for the Warehouse District. Although logos have not been applied, these may serve as examples for future theme development.

Sample logo designed by The Partnership

Entry Points

There may be an opportunity to create and implement official entry points for the Warehouse District with the construction of the 25th Street extension. Dependant on the configuration of the 25th Street alignment with Idylwyld Drive, there may be a small piece of land available for the placement of a welcoming feature at that intersection. This would provide that Warehouse District with physical definition and notify passers-by that there is something special there. Entry points may be achieved with special signage, entry gates or a sculpture at either end of the major arterial through the District. The Urban Design Committee will be preparing the 25th Street Streetscape Master Plan towards late 2002, early 2003 to examine the function, design and appearance of the future street, among other technical matters. The consideration of an official entry point should be given during the design of the 25th Street Streetscape Master Plan.

Efforts to promote the area will be made largely on the part of the local businesses and stakeholders. These efforts may be collaborated by the Downtown Partnership. There is great potential in the Warehouse District to grow and evolve into a specialty niche within Saskatoon's Downtown. Through the development of this Local Area Plan, it is hoped that a greater awareness of the District can be achieved and that the level of confidence for development in the area will be strengthened.

Recommendation

1.1 That The Downtown Partnership facilitates a group of local business owners and stakeholders to promote the Warehouse District and create a distinct identity based on the vision statement created by this Plan.

2.0 Transportation

Goals

- To extend 25th Street from 1st Avenue to Idylwyld Drive;
- To minimize traffic impacts on Caswell Hill from the proposed 25th Street extension;
- To relieve traffic pressure from 24th Street between 1st Avenue and Idylwyld Drive;
- To support the development of a newly designed, functional and aesthetic transit terminal in the Warehouse District;
- To relocate the main entrance of the City Yards from 24th Street to King Street;
- To include the 25th Street extension in the study area for a new 25th Street Streetscape Master Plan.

Introduction

The Warehouse District is on the verge of significant changes in the near future. Until recently, development options in the area were limited as CP Rail retained ownership of the lands to the north of the District. The acquisition of the CP lands last year by the City will not only allow for the expansion of the Warehouse District beyond its current limits, but will also facilitate the extension of 25th Street from 1st Avenue to Idylwyld Drive.

This section of the report will highlight the implications of major infrastructure projects that will be catalysts for the redevelopment of the Warehouse District: They projects are:

- The 25th Street extension
- Consolidation Study of the City Yards
- The 25th Street Streetscape Master Plan project; and
- The possible relocation of the City bus terminal to the District.

This Local Area Plan coordinates the efforts of these separate, yet related projects, which have similar underlying goals.

The area where the 25th Street extension will be constructed, north of the John Deere building, seen on the right, in the distance.

The 25th Street Extension

Among the most significant developments, this major infrastructure project will be one of the catalysts that will redefine the Warehouse District from what it is today. These plans have commenced in 2001 with the purchase of 10.1 acres of former CP Rail lands. In the City of Saskatoon 2002 Capital Budget, $2.4 million has been budgeted, to invest towards the design and construction of this new arterial roadway on part of the acquired land. It is anticipated that the construction of 25th Street from 1st Avenue to Idylwyld Drive will:

- Make the District more accessible;
- Increase development opportunities on newly created parcels on both sides of the extended street;
- Create new entry points into the District and to the Downtown;
- Provide a separation between the industrial City Yards from the core District;
- Improve circulation of traffic in the District by connecting the north-south streets to the new 25th Street;
- Improve circulation for the city, in general, by linking access off Idylwyld to the University Bridge.

Over 25,000 sq metres of new developable land is expected to be created through the extension of 25th Street. How this additional space develops remains to be seen. Design and precise location of the extension will predicate the amount of land available for the redevelopment of the City Yards and for new developable parcels in the Warehouse District.

City of Saskatoon Yards Consolidation

Infrastructure Services will be undertaking a study as the first step to examine the functional reorganization of the City Yards. In the City of Saskatoon's 2002 Capital Budget, Project # 1584, funding has been budgeted in 2002 to study the feasibility of consolidating and reconfiguration the City of Saskatoon Yards. There may be an opportunity for the Yards to be consolidated north of the proposed 25th Street. The study will assess the needs of the civic departments that use the area and examine the feasible options to facilitate those needs within the design.

A current concern in the Warehouse District is the amount of truck traffic entering and exiting through the area on 24th Street from the Yards. The Planning Committee suggested that a new main entrance should be examined at the north end, with access to 1st and 2nd Avenue off King Street. The Public Works Branch has indicated that ideally three entrances (Ontario Ave., King Street to 2nd Avenue and Idylwyld Drive) are desirable for their operations, once the reconfiguration is complete. This would decrease usage at the current Ontario Avenue access.

Further, the study may determine that some buildings located south of the new 25th Street are surplus to the City's needs in its future reorganization. There are two warehouses that could be disposed of by Infrastructure and Corporate Services. These are the Arthur Cook Building and the John Deere Warehouse, both of which have been identified as candidates for heritage designation, as well as having potential for being converted for adaptive re-use. It has been recommended in the Residential Section of this Local Area Plan that if it is found that these buildings are no longer required by the City, that a proposal call be issued for the redevelopment of these two buildings.

South side of the John Deere Building and surrounding Yards

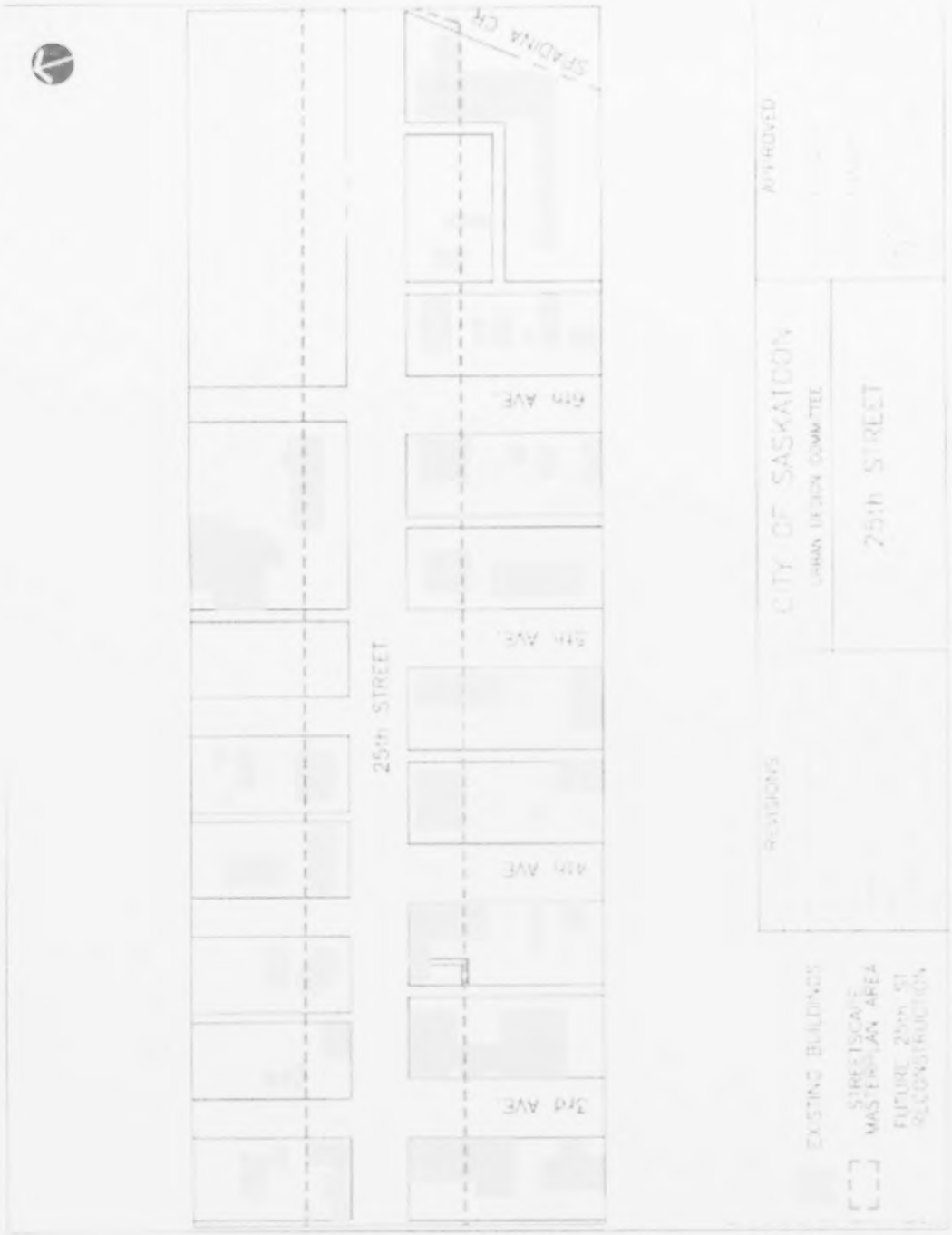
The 25th Street Streetscape Master Plan

The Land Branch, Urban Design Section will be preparing the 25th Street Streetscape Master Plan, in coordination with Municipal Engineering's traffic study. The two main objectives of the plan are:

- to improve the pedestrian corridor from 2nd Avenue to the University Bridge;
- to enhance the physical appearance of the street.

Originally, the study area for this Master Plan was to have been for the existing portion of 25th Street, from 2nd Avenue to the University Bridge. However, there may be an opportunity for the new portion of 25th Street to be included in this study. Although the extension has not been designed, it is appropriate to include this portion in the Master Plan, which will guide streetscape enhancements in conjunction with this Local Area Plan. Map 5.0 is the concept plan showing the study area for the 25th Street Master Plan.

Map 5.0: Concept Plan


SPADINA CR
6th AVE
5th AVE
4th AVE
3rd AVE
25th STREET
APPROVED
CITY OF SASKATOON
URBAN DESIGN COMMITTEE
25th STREET
REVISIONS
EXISTING BUILDINGS
STREETSCAPE MASTER PLAN AREA
FUTURE 25th ST RECONSTRUCTION

Transit Terminal Relocation

In 2000, the Transit Services Branch reviewed the operations of the current terminal on 23rd Street and conducted a relocation study to construct a new transit terminal within the Downtown. Several sites were identified as possible new locations in Downtown with some in the Warehouse District. Transit has applied for funding though Transport Canada to undertake a detailed design study for the new terminal. From that point, financial support will be sought from the Provincial and Federal governments to construct a new terminal.

Perceptions and incidents in recent years have tainted the image of the current terminal. The key here is to emphasize that the new terminal will not resemble or function like the current one on 23rd Street. When this relocation is pursued, the terminal will be completely redesigned.

The new terminal concept, independent of where it locates, will be an off-street central platform design, incorporating the desired architectural design elements highlighted in the Warehouse District Local Area Plan. It will offer expanded services such as heated waiting areas, user amenities, improved security features and some retail components. It is recommended that once a site is selected and design of a new terminal commences, that the principles of CPTED be applied, to mitigate any security issues of the terminal and the area that it will surround.

An example of a well designed, well functioning transit terminal

Transportation Recommendations

2.1 That the Infrastructure Services Department, Municipal Engineering Branch, commence with detailed design work to extend 25th Street from 1st Avenue to Idylwyld Drive.

2.2 That the Municipal Engineering Branch attempt to minimize any traffic impacts from the proposed extension of 25th Street on surrounding neighbourhoods, including Caswell Hill.

2.3 That the Municipal Engineering Branch consider leaving the median open at 24th Street and Idylwyld Drive in conjunction of the design of the 25th Street extension.

2.4 That the Public Works Branch consider additional entrances to the City Yards during the Yards Consolidation Study to provide alternate access to the site.

2.5 That the Land Branch, Urban Design Section, consider extending the study area for the 25th Street Master Plan to include the new portion of 25th Street from 1st Avenue to Idylwyld Drive.

2.6 That the Transit Branch be encouraged to seek a location for a new, aesthetically pleasing, transit terminal within the Warehouse District if functionally viable.

3.0 Land Use

Goals

- To update the land use policy maps to provide guidelines for future development in the Warehouse District;
- To foster a diverse mix of new and traditional land use and activity, including residential development;
- To introduce a new mixed-use zoning district called the RA-(Reinvestment Area) District;
- To encourage reinvestment in the area by accommodating a diversity of land use with minimal land use controls.

New and old structures comprise the Warehouse District

Introduction

Zoning is a tool used to implement elements of a community plan. These regulations are employed to respond to development pressures and enable the concentration of compatible land uses, and equally, the separation of incompatible uses. Saskatoon's first comprehensive zoning bylaw was established in 1930. Zoning Bylaw No. 2051, as it was known, consisted of three residential districts, two commercial districts and two industrial districts for the entire city. The area of the Downtown Warehouse District was given Light Industrial zoning at the time and has remained much the same since that time.

The first community-planning scheme was adopted by Council in 1966. Known later as the Development Plan, it functions as a generalized land use policy to assist in development decisions.

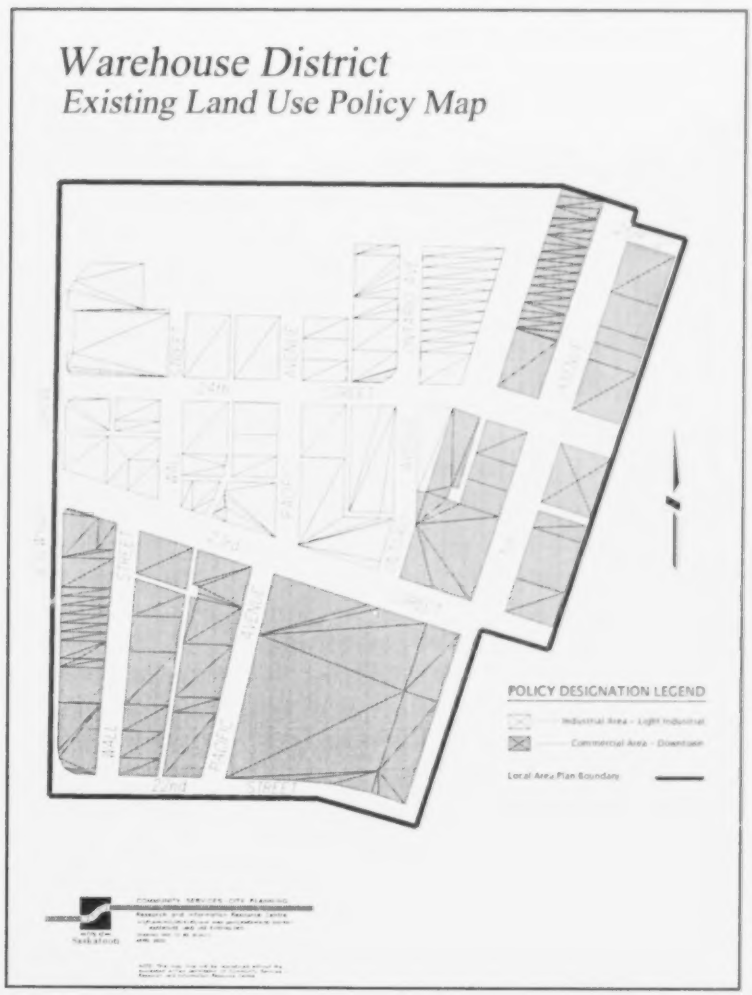
Existing Land Use Policy

A key element of the Warehouse District Local Area Plan is the review and update of existing land use policies and zoning regulations for the area.

There are two land use policies in the City of Saskatoon Development Plan that apply in the Warehouse District. They are shown on Map 6.0 and are:

a) Commercial Area - Downtown
b) Industrial Area - Light Industrial

Map 6.0: Existing Land Use Policy Map



One of the goals of the Warehouse District Local Area Plan is to update the land use policy map to provide guidelines for future development in the area. Map 7.0 shows the proposed new land use policy in which the Light Industrial designation is replaced with the Commercial Area-Downtown land use designation. This proposed amendment reflects the current and expected future development trends for the Warehouse District, and de-emphasizes industrial uses, while integrating the whole Warehouse District with the rest of downtown.

Map 7.0: Proposed Land Use Policy Map

Downtown Land Use Policy

a) Commercial Land Use Policy: The Downtown

Within the Commercial Land Use Policies of the Downtown are five sub-districts that comprise the Downtown Land Use Map, as shown in Map 8.0. The sub-districts are:

1. Retail Core Area
2. Mixed-use Commercial Area
3. Residential/ Office Area
4. South Downtown (D.C.D 1) Area
5. Warehouse/ Service Area

Two of the sub-districts apply in the Warehouse District. The policies for these areas are as follows:

Area 2 is the Mix-Use Commercial Area of the Downtown Land Use Policy and is "intended for a mix of businesses, including office, retail and service uses." Residential development is also accommodated in this area.

Area 5 is the Warehouse/ Service Area, which is "intended to accommodate a variety of industrial, entertainment, and service uses. The area is also intended to facilitate residential developments attracted by the historical character of the area buildings."[16]

b) Industrial Area –Light Industrial

The policies under the Light Industrial designation are in place to facilitate light industrial development that does not create land use conflicts. Assuming that light industry does not create offensive impacts on the surrounding area, the policy suggests that adjacent residential areas are reasonably compatible.

[16] City of Saskatoon, "Development Plan Bylaw 7799", page 19, 20

Map 8.0: Downtown Land Use Map

DOWNTOWN LAND USE MAP

The proposed amendment to the Downtown Land Use Map, Map 9.0 reflects the boundaries of the Warehouse District, as defined by this study. It is proposed that Area 5, Warehouse Service Area be expanded to include portions of downtown that are geographically located within the Warehouse District boundaries.

Map 9.0: Proposed Downtown Land Use Map

Existing Zoning Districts

IL1-General Light Industrial
The area within the Warehouse District containing the greatest concentration of warehouse structures is zoned IL1 - Light Industrial. There are 32 parcels zoned IL1 in the District. IL1 Zoning permits "a wide variety of light industrial activities related to businesses that do not create land use conflicts or nuisance conditions during the normal course of operations."[17]

B3-Medium Density Arterial Commercial District
Sixteen parcels south of 24th Street, along Idylwyld Drive are zoned B3 - Medium Density Arterial Commercial District. This district permits "arterial commercial development providing a moderate to wide range of commercial uses on small to medium sized lots."[18] This area accommodates an array of services from restaurants, personal services, retail and various offices uses. Of the 16 parcels in the B3 district, there are only a few vacant lots, which are used as surface parking.

B6- Downtown Commercial District
Downtown Commercial District sets out "to facilitate a wide range of commercial, institutional and residential uses in a high density form, in the downtown area."[19] This district is applied to most parts of the downtown. Please refer to Map 10.0, which shows the current zoning districts.

Time to Plan for the Future

Through the examination of the Warehouse District's current land use trends, it appears that the current zoning treatment is no longer suited for the uses that are emerging. The current industrial land use designations are insufficient to serve the future requirements of the area. Some examples that illustrate the variety of businesses that have located into the District include restaurants, retail shops, web designers, artists' co-ops and galleries. There are some light industrial uses that consist mainly of automobile-oriented retailing. Most importantly, while Light Industrial zoning allows a broad range of uses, it denies the opportunity to create residential development.

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[17] City of Saskatoon Zoning Bylaw 7800.
[18] City of Saskatoon Zoning Bylaw 7800.
[19] City of Saskatoon Zoning Bylaw 7800.

Map 10.0: Current Zoning Districts

Leading Change

There is a desire to see the Warehouse District flourish as a self-sustaining, unique entity, offering special services within the Downtown as expressed by the Planning Committee. To move towards this, amenity infrastructure, ranging from access to convenience services to increased physical enhancements needs to support residential occupancy within the Warehouse District. A pro-active policy to facilitate this land use is essential.

The concept of creating a new zoning designation that combines traditionally non-compatible uses is not a new one. Cities such as Vancouver and Toronto have enacted such measures to improve older industrial neighbourhoods to achieve similar goals with positive results.

The Saskatoon Downtown Housing Study recommends "Rezoning a portion of the IL1 district between 23rd Street and the north side of 24th Street (from Idylwyld Drive to the CP railway) to facilitate conversion of buildings to residential uses"[20] as a means to encourage development.

Reinvestment Area Zoning

Through the Local Area Planning process, a new zoning district has been drafted. Called the RA- Reinvestment Area zoning district, it will blend industrial, commercial and residential mixed-uses in one district. Appendix 1 contains the draft RA zoning district. This new permissive zoning aims to instill a climate of opportunity and will facilitate reinvestment in the Warehouse District by allowing a very broad range of uses. De-emphasizing industrial uses will allow the District to be integrated with the rest of Downtown.

The RA district takes desirable elements from the IL1 and B6 zoning districts, which permits light industrial uses in conjunction with residential uses. One unique feature of the RA district is the requirement for a minimum building height of 8 metres. This was included as massing and scale is an important feature of the Warehouse District. Please see Map 11.0 for proposed application of the new zoning.

[20] Downtown Housing Study Final Report, page 3-3.

The RA district will replace the IL1 parcels and will also be applied to the new parcels that will be created by the 25th Street extension.

Map 11.0: Proposed Zoning Districts

The following table compares the current zoning districts in use in the Warehouse District: The current IL1 designation does not permit a residential component.

Zoning District	Residential Uses	Retail Uses	Industrial Uses
IL1	Not Permitted	Yes	Yes
B6	Permitted	Yes	No
B3	Not Permitted	Yes	No

The RA district is intended to replace the existing IL1 zoning by blending desirable and compatible uses together, as summarized below:

Zoning District	Residential Uses	Retail Uses	Industrial Uses
RA	Discretionary	Permitted	Light Only

Development Notes for the RA District

Residential Uses

Residential uses in the RA district will be discretionary because of the former industrial uses in the area and the potential for land use conflict with existing light industrial uses. In some cases, environmental testing will be required, which will be evaluated through site history investigation.

Parking

No minimum off-street parking standard will be required in the RA district. Developers will create off-street parking as they see fit, however, it shall be prohibited from being located in the front yard of any site. If a developer provided a building setback in the front, it was recommended that the space not be used for parking. Rather, that this space would accommodate a deck or patio for the public. On street parking will be applied throughout the area.

Height

The Planning Committee recommends a minimum building height of 8 metres. The intent of this minimum is to foster an 'urban', or dense environment. A minimum height has been specified to ensure that future buildings will have at least 8 metres of height, which may be 2 to 3 storeys. No maximum building height.

Signage

Sign Group 5, the most flexible of groups, will be applied in the RA District, with the exception of portable signs. The planning Committee feels that portable signs will detract from the character of the Warehouse District.

The creation of the RA district is the first step in encouraging appropriate interim uses, which contribute to the viability and sustainability of the Warehouse District.

Recommendations

3.1 That City Council endorse:

i) Proposed Land Use Map, Map 6.0 and

ii) Proposed Downtown Land Use Map, Map 8.0 and

that the Community Services Department be instructed to undertake the necessary steps to incorporate them into the City of Saskatoon Development Plan, including advertising and a public hearing.

3.2 That the concept of an RA - Reinvestment Area District as outlined in Appendix 1 be approved.

3.3 That City Council endorse the rezoning of the land area as shown on Map 10.0 and parcels listed in Table 1, from an IL1 District to an RA District.

Table 1: Proposed Sites for Rezoning from IL1 to RA

Street Name	Civic Address	No of Sites
23rd Street	14, 16, 24, 38, 50	4
24th Street	69, 75, 88	3
Idylwyld Drive	202, 250, 310	3
Wall Street	208, 215, 220, 302	4
Pacific Avenue	211, 215, 220, 225, 302, 303, 310, 314	8
Ontario Avenue	220, 301, 307, 313, 330, 333	6
Total Number of Sites		29

4.0 Residential Development

Goals

- To increase the long-term vitality of the District by promoting residential development in the area;
- To provide a new and unique choice of housing by encouraging the integration of industrial, commercial and residential uses.

Introduction

Cities across North America, including the City of Saskatoon, are recognizing the inherent benefits of building a strong residential base in their downtowns. It has been acknowledged that the Warehouse District holds several possibilities for specialized residential development, given the growing popularity of loft-style living in other centers and a desire to offer new alternative housing choices.

Example of row housing commonly used in infill development

In 1998, The City of Saskatoon completed The Downtown Housing Study, which examined housing options throughout Downtown. The objectives contained in its findings are based on the premise that a strong residential base is key to building sustainable downtowns. In creating a significant residential population in the downtown, extended hours of activity will be attained to increase the economic vitality of the community. The study recognizes the prospects for adaptive re-uses and conversions of warehouses, however, it also notes the current deficiencies to support this type of development.

Looking at Saskatoon's Warehouse District, one may question the suitability of the area to support housing in its current state. Between the scattered warehouse structures, the area largely contains surface parking lots, which generally does not support residential development. In addition, basic amenities to complement a residential base are limited at this time. Residentially-supported amenities may include safe public spaces or small parks, basic access to services for food or convenience items and entertainment.

Stakeholder Concerns

The Planning Group generally agreed with the idea to encourage residential development, acknowledging the value of building a permanent population base in the District. Some stakeholders voiced concerns regarding the impact that housing may have on other potential development opportunities in the future. More specifically, that if residences were built in the area, the needs of housing would be given precedence over the needs of the current uses in the District. For example, existing entertainment uses feared an invasion of residents into the area whose need for peace and quiet would be incompatible with their business. Concerns were lessened by citing examples of well functioning mixed-use districts from other cities, where bustling, extended hours of activity co-exist with housing next door or upstairs. It was also suggested that the market in which this type of living attracts would expect the urban, busy, mixed-use feel that goes along with downtown living.

Photos: Examples of interior loft- style apartments and live-work space

Who Does This Appeal To?

Living in a warehouse suite/conversion near to the central business district does not interest everyone. Evidence based on findings in other centres suggests that there is a specialized niche market that urban industrial areas draw. This type of living is a distinct lifestyle choice that appeals to an increasing population. The Saskatoon Downtown Housing Study recognizes that the industrial character of the area lends itself to artists and others seeking live/work accommodation in converted warehouse spaces. Beyond this group, urban style living may appeal to singles, students, families without young children and empty nesters.

Conversion Costs

It can be as costly to convert an old building, as it is to build an entirely new one. This has prompted the demolition of buildings, replacing them with parking lots, which is seen as a more profitable short-term alternative. Property tax policies often encourage and support demolition unintentionally. To address this trend, other North American cities have revaluated their tax policies to enable local governments to tax based on the use that was there before demolition. In doing so, there is more incentive to convert or upgrade a building since taxes are not affected by demolition.

How About a Pilot Project?

The exterior of a loft conversion in progress, Downtown Milwaukee

Although the Warehouse District does not have all the amenities to support a residential population base just yet, cities have come to understand that commercial and retail development often follows residential growth. There is a perception of risk involved in undertaking any development project and it has been suggested that no one wants to be the first one to act in the Warehouse District.

More research needs to be completed on developing and sustaining the potential housing market to lessen the perceived risk of building in the Warehouse District for developers. However, there is undocumented interest for warehouse loft living through continued inquiries at the Planning Branch as well as expressed interest to the building owners in the District. An example of this interest was evident during a recent office renovation project to one of the warehouses on 24th Street. Passer-bys would observe that construction was taking place and would inquire whether or not the development was for housing, and if so, where they could sign up.

The planning group strongly supported a small-scale 'pilot' project (one building) to carry out a residential conversion of a warehouse building. This project would act as a catalyst for other projects, increasing confidence in the area and creating the first residential units that will ultimately help shape the District.

Design Competition Incentive

The Design Competition Incentive is an initiative to use a city-owned building to encourage a catalyst residential or multi-use project in the Warehouse District. The idea is to offer a city-owned building; for example, the John Deere Building or Arthur Cook Building if they become available, at below market value, subject to the submission of proposals from the private sector for the design and construction of a new residential or multi-use building.

Ideally, a competition will be held where a jury committee would review and select an innovative project, subject to posting a development bond and title transfer after 50% completion. It is anticipated that such a development will act as a catalyst for more private sector investment and will be a demonstration project to instill developer confidence for residential, multi-use adaptive re-use in the Warehouse District. It is a widely held view that many developers do not have the confidence to be the first development in the Warehouse District. A catalyst showcase project will be required to 'kick-start' development in the Warehouse District. The John Deere Building or Arthur Cook Building, if they become available or a newly created site resulting from the 25th Street extension, may be suitable candidates for such a project.

Residential Conversion Case Study

As part of the Downtown Housing Study, a residential conversion case study was conducted using the Arthur Cook Building as an example. Please refer to Appendix 2 for the working paper of the Conversion Study. The case study explored three development options and tested each of their feasibilities.

The Arthur Cook Building

In line with the goals of this plan, the Study lists in its neighbourhood-specific actions that: *" If it is determined that the Arthur Cook Building is deemed to be a surplus to the City's requirements, issue a proposal call for the redevelopment of this property as a demonstration residential loft conversion project".*

The Planning Group believes that in order for residential development to happen in the District, that there must be a lead project that will initiate revitalization. If the Arthur Cook building becomes available, the Planning Committee supports the idea of offering incentives for the redevelopment of the site for residential use.

Under the new Reinvestment Area (RA) zoning, residential uses will be discretionary due to former industrial uses in the area, which may pose environmental concerns that need to be evaluated on a case-by-case basis. Although the Warehouse District will be a mixed-use area, there may be issues involving potential land use conflicts that may also need to be addressed.

In acknowledging the small artistic community that exists within the District, the concept of **live/work space** will be allowed at Council's discretion under the proposed new RA zoning.

What is a live/work space?

A live/work space involves the combination of a residential dwelling and a work-space in the same unit. Often, this type of mixed-use arrangement is attractive to artists by accommodating studio space in their home.

The term "artist studio/studio" is not defined in the City of Saskatoon's Zoning Bylaw, but for the purposes of this plan, can be defined as the use of a premises for the production of paintings, drawings, pottery, sculpture, ceramics, video, moving or still photography, creative writing, dance or music. The idea of live/work spaces originates from the congregation of artists who are attracted to the urban, industrial, warehouse areas of cities by necessity, for affordable space and which accommodates their trade.

A photography studio

Potter at work

The regulation of this type of use is relatively new to Canadian cities. Larger cities such as Vancouver and Toronto have struggled in the past with developing policies to regulate live/work spaces. The challenge has surrounded the untraditional mix of uses and the question of division between them. This was necessary to satisfy certain code requirements as regulations vary from use to use. Vancouver had attempted to create a 30-70 split, but this was difficult to regulate and control. After many revisions to their policy, other performance standards have been devised to evaluate this type of use to ensure that the building is safe. More information can be obtained from the City of Vancouver (1999) and City of Toronto (1995) Zoning and Development By-laws.

It is common to find artist studios in historic, industrial and older commercial areas of downtowns. They are compatible in these areas and are also an asset that contributes to the cultural fabric of our cities. Saskatoon is no exception. A small thriving artist's community already exists in the Warehouse District. Examples of this can be seen in the Tees and Persse Warehouse or the Fairbanks Morse Warehouse, which is occupied by numerous arts and culture based organizations, complete with a street level art supplies store.

The Downtown Housing Study addresses live/work spaces by recommending that: "the Zoning Bylaw be amended to permit live/work accommodation downtown, particularly on the upper floors of commercial buildings in older industrial warehouse structures".

Downtown Housing Initiatives

The City of Saskatoon has developed incentives to encourage the development of more housing in the downtown. The program provides two incentives:

The Downtown Housing Tax Abatement Program: This program offers a 100% tax abatement of the incremental increase in property taxes for up to five (5) years on a housing project located Downtown.

The Downtown Housing Building Permit Fee Rebate Program: This program offers a rebate of 50% of the building permit fees paid on the residential portion of any multiple unit housing project (four units or more).

In December 2001, City Council received a report based on work done by The Downtown Partnership, which recommended that the incentives program be expanded and enhanced. A report is being prepared at this time (April 2002) recommending the expansion of the tax incentives to include all forms of housing, and to provide a full abatement of the incremental increase in taxes for 5 years. New housing includes new development on vacant lots, the redevelopment of existing housing that has been vacant or used for non-residential purposes for at least 3 years; or the conversion of non-residential structures to residential use. A new tax abatement program is also being proposed to encourage the renovation of substandard residential properties. It is expected that the final report will be considered by Council in Summer 2002.

These incentives have been used to successfully attract 104 new housing units in two new housing developments in the downtown since the program began in 1999.

Recommendation

4.1 That the Administration examine the feasibility of using a city-owned site or building within the Warehouse District for a residential or multi-use catalyst project subject to the completion of a design competition, selection of a suitable project and the posting of a performance bond. Furthermore, that the Downtown Housing Study (October 1998) be used as a reference for the design of such a competition.

5.0 Elements of Design

Goals

- To improve the overall desirability of the District through streetscape enhancements that support the themes in the area;
- To implement improvements with focus on the pedestrian;
- To create a greater sense of place by incorporating public art where the opportunity exists;
- To influence the physical built form through the use of descriptive, broad design guidelines.

Introduction

What makes a place stand out and become unforgettable? General appearance and impression to the public are important factors in designing spaces. The focus on physical form and the inter-relations of all built components is the practice of *Urban Design*. Attention to Urban Design translates into a more functional and attractive community.

A well-designed streetscape in Downtown Moncton, NB.

Strengthening visual elements within the Warehouse District will heighten the area's attraction, which may propel renewed development interest in the area. Physical strengths, such as the bold, brick heritage facades and industrial rail lines of the Warehouse District may be reinforced and highlighted through enhancements of public spaces and surrounding streetscapes.

Streetscape Enhancements

Streetscape improvements have played a role in the successful rehabilitation of older areas in other cities, as well as other areas of Saskatoon. These improvements demonstrate a commitment by a municipality to invest in core neighbourhoods, recognizing the larger role it may play for the city as a whole. The Second Avenue Master Plan (1990) rationalizes that: "streetscape improvements may be regarded as the initiator for the subsequent private actions that will follow". In older areas, this often serves as a beautification project, but may also be viewed as an incentive, as it may result in subsequent private investments. There are several local examples of successful streetscape improvements in Saskatoon commenced by the Urban Design Branch. Improvements to 22nd Street, Broadway Avenue, 20th Street and 2nd Avenue, just to name a few, all have had a positive impact on the areas they surround.

Pedestrian Realm

Similarly, enhancements to the Warehouse District will increase the attractiveness and better support one of the long-term goals of this area towards building a residential base.

The Planning Committee has maintained that the Warehouse District should be a pedestrian-oriented area. A functional, mixed-use District must be attentive to the pedestrian needs that it serves. Creating safe, comfortable, convenient and attractive spaces for pedestrians strengthens the quality of their experience in that environment, making them want to return. Enhancements geared toward the pedestrian may include decorative paving, meeting places, benches, street trees, lighting, artwork and well-designed street crossings.

Trees

Trees and paving treatment on 24th Street

Improvements to enhance the pedestrian realm have been pursued in the District with the placement of trees on some streets in 1997, with paving stone in the sidewalks. Street trees liven the area and create canopies for shade as well as contribute to bringing the scale of the area down to a comfortable pedestrian level.

Design elements that are human scale should be reflective of the historical significance of the area. Elements may also be presented in an artistic fashion, supporting the desire to build on the thriving artist community that exists.

Heritage-Style Lighting

In the summer of 2001, the Warehouse District received a major improvement to its lighting along 24th Street through the Urban Design Program. At the request of The Partnership and the Warehouse District merchants, the City of Saskatoon implemented a pedestrian and street lighting improvement project. The addition includes new heritage style pedestrian and streetlights to the north side of 24th Street and pedestrian lights of the same style on the existing wooden poles on the south side of the street. This improvement also extends to portions of Wall Street, Pacific Avenue, and Ontario Avenue lying north of 24th Street. The lighting levels in the area have increased dramatically and will help improve the safety and security of the street. This particular enhancement improves the general visual appeal of the street and supports the overall historical character of the District.

Recommendation 5.1:
That the historic character lighting that has been used on 24th Street be applied on all the new streets that will be built in the area, and eventually all lighting in the District be replaced with this treatment through the Urban Design Program.

Public Spaces

The industrial nature of this area is a valuable characteristic of the Warehouse District that must be maintained, as expressed by the Planning Committee. There is no desire to soften the area by creating large green spaces or pocket parks. There is value, however, in designing public spaces for gathering, perhaps in the form of a plaza, but not necessarily a park in the traditional sense. Creating spaces using concrete or recycled materials would reinforce the urban industrial quality of the area. These spaces may be supported with the use of public art where the opportunity exists.

Signage

The Planning Group discussed the usage of signs in the District and whether or not to impose restrictions on the type and amount. Of particular concern is the visual impact that particular signage may have on the overall character of the area. Signs are regulated by the City's Zoning Bylaw, in which there are 5 classifications. After some debate, it was recommended that the least restrictive sign class would be most appropriate for the District, although the use of portable signs is least desirable.

25th Street Master Plan

The Urban Design Committee will be preparing the 25th Street Streetscape Master Plan, in coordination with Municipal Engineering's traffic study towards late 2002 or early 2003. Originally intended to study 25th Street from 2nd Avenue to the University Bridge, there is an opportunity for the study area to be expanded to include the new portion from 1st Avenue to Idylwyld Drive. This has been discussed earlier on page 36 in the Transportation and Traffic Section of this document.

The Master Plan will examine, the function, design and appearance of the future street, among other things. It will be able to address specific design issues, supported by the goals of the Local Area Plan. For instance, one opportunity that may be examined more closely is the creation of new entry points to the District from the extension of 25th Street. The City's Development Plan asserts that; "the principal entrance points to the Downtown shall be defined and strengthened". The 25th Street extension will create an opportunity to design an entry point into the Warehouse District as well as to Downtown.

Recommendation 5.2: That on-street parking be included in the design along both sides of the 25th Street extension and as well as in any future upgrading on both sides of 24th Street.

Recommendation 5.3: That consideration be given to the creation an official entry point at the intersection of Idylwyld and 25th Street in the design of the 25th Street Streetscape Master Plan.

Building Codes

Some stakeholders expressed that there has been interest to rebuild or improve their warehouses, but a reluctance to act was in part due to the perception of costly requirements to meet building code objectives. According to the owners, redevelopments that involve a proposed change in use have particularly demanding requirements that are challenging to overcome.

Building owners should understand that it is not intended that the National Building Code of Canada be used to enforce the retrospective application of new requirements to existing buildings. Code application to existing buildings requires careful consideration of the level of safety needed for that building. This consideration involves an analytical process similar to that required to assess alternative design proposals for new construction. First the objective of the Code requirements must be established. Once the objective is defined, it must then be determined to what extent the existing building must be altered to meet the objective. The successful application of Code requirements to existing construction becomes a matter of balancing the cost of implementing a requirement with the relative importance of that requirement to the overall Code objectives.

There are no universal solutions because each existing building presents a unique set of conditions and each must be evaluated accordingly. It may be necessary in some cases to apply the requirements as laid out in the code for new construction because there may be no reasonable alternative.

In other cases, compensating measures may be required such as early-warning systems, compartmentation, installation of an automatic sprinkler system or additional egress facilities including fire escapes. The degree to which a requirement can be modified without significantly changing the risk to life or property therefore varies. In evaluating alternative systems or in modifying code requirements for existing buildings, the designer and the authority having jurisdiction must exercise considerable judgement.

To successfully apply building codes to existing construction, two qualities are necessary: knowledge of the subject and a constructive attitude. Both the designer, who develops the alternate solutions, and the building official, who must ensure that the standard for public safety has been maintained, have a responsibility to use the code effectively. Where reasonable and constructive attitudes prevail, it is usually possible to arrive at mutually satisfactory design solutions for most existing buildings.

Provincial legislation does not allow the authority having jurisdiction (in this case the City of Saskatoon) to assist in the design of projects that it will subsequently approve for building permit. As stated previously, it is up to the designer to develop alternate solutions to satisfy code objectives. Once the designer has prepared the design, the Building Standards Branch of the City of Saskatoon can assist in the evaluation of alternative systems being proposed.

Recommendation 5.4: That an informational brochure be developed by the Building Standards Branch and City Planning Branch to highlight the use of alternative design methods and design guidelines when the redevelopment of older buildings is proposed.

Infill: Consideration of the Built Environment

Consideration of the existing environment must be given priority in order to enhance a community by building on its strengths. Every project should be viewed in relation to all the buildings, streets and public spaces surrounding it. Sometimes, context is not taken into consideration in architectural design, which results in less desirable building types.

The visual impact that an infill development projects onto the area is critical to the overall character of the District. Currently, few enforceable tools are available to the City to control building aesthetics, but some options may be examined.

An example of considerate infill development in the Warehouse District.

Architectural Control District (ACD)

The Zoning Bylaw governs aspects such as building height, building set backs, building mass etc., but cannot control architectural aesthetics and details. There is a provision in the Planning and Development Act that does allow aesthetic control, and that is to create an Architectural Control District (ACD). In order to create an ACD, a list of detailed architectural guidelines would have to be produced by the initiators of the project, complete with a clearly defined area in which the controls are to be applied. Typically, an Architectural Control District is applied in cases where all the businesses or homes in an area have the desire to maintain a similar outward appearance or character.

The difficulty is that in order to create the ACD, there must be full consensus among all the affected property owners. It may be difficult for stakeholders to agree on a set of guidelines considering the variety of businesses in the area.

The Planning Committee was not in favour of an Architectural Control District, as it requires restrictive controls over architectural details. A simpler, less restrictive approach is to devise a set of guidelines that are descriptive, rather than proscriptive. The following broad design guidelines have been created to guide developers when designing new buildings or conversions and renovations within the Warehouse District:

Design Guidelines to Influence Development

- *Massing and building form should respect the physical character of the surrounding area; the urban industrial nature of the area calls for the use of materials that relate to this theme. Suggested materials may be or resemble stone, brick or cast iron.*
- *Development in the District should be multi-storey, in keeping with the scale in the area. Ground floors will predominantly be occupied by street-oriented commercial uses to promote street level vitality. Large windows should be used to create transparency at grade, enhancing the visual appearance or "friendliness" and minimizing the impact of large blank walls.*
- *The use and placement of art to enhance the District should be encouraged. Art may take the form of sculptures, murals, or decorative accents on buildings and public or private spaces. Art should be used creatively to reflect the themes in the area.*

Public Awareness

As guidelines are not mandatory, it is important to educate the public about what is desirable in terms of aesthetics and development practices in the Warehouse District. To make property owners and prospective developers aware of what the development goals of the area are, the LAP itself may be used as an education tool. It can be distributed to local developers and property owners in the District as well as to citizens who approach the City for building approval services. *This mainly applies to the existing parcels and buildings contained in the Warehouse District.*

Recommendation 5.5: That the Warehouse District Local Area Plan be provided free of charge to all to prospective purchasers of land from the City Land Branch to understand the design goals of the area.

Development Controls

New city-owned parcels are expected to be created along the extension of 25th Street present an opportunity to implement development controls by way of a *building restriction caveat.* In the case of these parcels, the City of Saskatoon may influence the design of new construction by placing development controls in a sales agreement before the land is purchased. The requirements will reflect the guidelines as outlined on the previous page. This will result in more desirable development along the new 25th Street extension and will reinforce the character design goals of the Warehouse District.

Recommendation 5.6: That the Land Branch be instructed to implement appropriate Development Controls on all new city-owned parcels created in the Warehouse District as a result of the 25th Street extension, which reflect the Design Guidelines contained on Page 65 in the Elements of Design section of this report.

6.0 Heritage

Goals

- To identify, conserve and promote the material and human history of the Warehouse District;
- To make reference to heritage cues in new and existing development, as part of design considerations, appropriate to the site and to the District;

Photo: A view of 1st Avenue in the 1930s, the Tees and Persse Building can be seen in the distance. Some buildings shown no longer exist[21].

Introduction

The Warehouse District is rich with material and human history that contributes to the unique character of the area. The Planning Committee has expressed strong interest in retaining structures of heritage value and inter-weaving historic themes with new development and future streetscape enhancements.

Conserving History

"Heritage comprises three elements of history, which when interwoven, identify individuals and communities:

a) ***Material history***- the conservation and interpretation of physical objects and sites, artifacts, and documents;

b) ***Natural history***- the conservation and interpretation of nature (e.g. individual species of birds, fish, trees, or entire ecosystems) and palaeontological sites (study of life in the geological past, e.g. fossils); and,

c) ***Human history***- the research, conservation, and interpretation of past human activities from the time of first human habitation to the present day. These activities include those in the social, cultural, political and economic spears, which create the historic background to individual and communities"[22]

[21] "Photo No. B 8222, photographer unknown, courtesy of the Saskatoon Public Library, Local History Room".
[22] City of Saskatoon, "Civic Heritage Policy", 1996.

Historical Interpretation

There are a variety of sources available from which to research the heritage of the Warehouse District. A good starting point is to visit the Main Branch of the Saskatoon Public Library, Local History Room, which has an extensive collection of materials. Resources available to delve into the past include a collection of writings (books, stories and articles) and photographs that provide a recorded history of events, important dates and activities in the District

The very development of the area as the 'Wholesaling District' is a historical part of the City's evolution. For more details regarding the development of the District, please see the "Warehouse District History" section, starting on page 12 of this document.

There is a rich history of people who have made significant contributions to the growth of Saskatoon. Several prominent local businesses have beginnings in the Warehouse District, some of which can still be seen operating in the area today.

Interpretive historical timelines have been created by some core neighbourhoods, such as Caswell Hill, Riversdale and Nutana to recognize and promote the historical developments in the area. For example, in Caswell Hill, a walking tour brochure was created to illustrate the location, date and details of historical developments in the neighbourhood. Local residents and the community associations assembled an overview which was presented in the form of a brochure with funding provided through community fund raising and cash grants such as the Assistance to Community Groups Cash Grants Program offered by the City of Saskatoon. A similar opportunity exists for the interpretation of historical development in the Warehouse District.

Material History

Conservation of the historic buildings that remain in the District today will enhance the physical character of the area and may serve as a catalyst for additional private and public investments. Heritage structures also provide examples of design elements that can be used to influence new construction that complements, rather than diminishes the surrounding streetscape. Conservation and adaptive re-use of heritage buildings is challenging and while it may involve additional costs for property owners, the potential market benefit of developing a unique building can be attractive.

The City of Saskatoon has two ways to recognize individual properties of heritage merit:

Municipal Heritage Property:
Municipal Heritage Property is recognized as property that has considerable significance to the City. Each property is protected by City bylaw so that it is properly maintained and its key heritage features cannot be altered without approval from the City. Designation of a property as a Municipal Heritage Property can be of value to the owner as it instills pride, public recognition, marketing potential for commercial opportunities and enhanced economic value to the property.

Community Heritage Register:
The City's Community Heritage Register provides a list of properties, which have heritage merit and contribute to the character of their neighbourhood or district. The Register provides an opportunity to recognize and celebrate these properties. There are no restrictions attached to placement on the Register.

The City of Saskatoon has established several criteria for determining the eligibility of property for designation and for the placement on the Register:

- Architecture
- Integrity
- Environment or Context
- Historical Value
- Usage

Municipal Heritage Property

Fairbanks Morse Warehouse
There is one building designated as a Municipal Heritage Property in the District. The Fairbanks Morse Warehouse was designated in 1985, (Bylaw No. 6672). Some reasons listed for designation include:

- The architectural firm that designed the building is important to Saskatoon's early history;
- The building façade is a handsome example of pre World War I warehouse architecture;
- The building is constructed of reinforced concrete;
- The building is closely associated with the business, economic and political history of Saskatoon.

Fairbanks Morse Warehouse at 12-14 23rd Street East.

The four-storey Fairbanks Morse building was built in 1911. It has evolved into a center of closely associated non-profit arts organizations, complete with studios, gallery space, offices, storage and a retail component at street level.

Properties to be Considered for Formal Heritage Recognition

1. Buckwold's Warehouse at 75-24th Street
2. The John Deere Warehouse at 330 Ontario Avenue
3. Tees and Persse Warehouse at 331- 1st Avenue North
4. Arthur Cook Building at 88- 24th Street East
5. Rumely Building at 226 Pacific Avenue

1. Buckwold's Warehouse

Marshall –Wells Ltd. came to Saskatoon determined to become the largest hardware supplier in the city. The brick warehouse was constructed in 1928, featuring details in granite. In 1954 Buckwold's Ltd. relocated to this site from another location in the city. A wholesale business, specializing in footwear and floor coverings, the Buckwold Enterprise and family came to be known for their extensive contribution to the social, cultural and political community of Saskatoon. The building is still owned and operated by the family today, but has been recently leased and renovated for a new tenant.[23]

Buckwold's Warehouse

[23] The City of Saskatoon, File PL-907

2. The John Deere Warehouse

The four-storey, brick John Deere Warehouse was built in 1910, for the manufacture and showcase of agricultural implements. To accommodate the weight of implements, the floors were constructed of 2 inch by 6-inch timber, turned on edge along with wide staircases and a powerful freight elevator. A unique feature of this building its irregular shape, in which the north side is wider than the south, to accommodate the railway spur line on the east side. The building was occupied by the John Deere Plow Company until 1961, when the property was sold to the City of Saskatoon for use as part of the City Yards.

3. Tees and Persse Warehouse

The Tees and Persse Warehouse was built in two stages: The first three floors and basement were constructed in 1911, followed by an additional three storeys, which were completed in 1913. Beginning from modest roots from a simple location in Winnipeg, this family-operated grocery brokerage company came to represent some of the most prominent manufacturers in the country. In total, the company had eight points of distribution across Canada. The building is of wood frame construction with brick exterior. Tees and Persse operated at this location until 1977 when it relocated to another area of the city. The structure now houses an arts and crafts based market, with a variety of specialty shops on the lower levels and artists studios on the upper floors.

Tees and Persse Warehouse

4. The Arthur Cook Building

The sturdy three-storey warehouse was constructed in 1928 by the Saskatoon Cartage and Warehouse Company, offering 30,000 sq ft. of fireproof storage space for operations as a storage and shipping company. Some features of the building include the red brick exterior and double sash windows with brick lintels that allowed for natural light on all floors. Since 1978, the City has housed its Central Purchasing Department at this location.[24]

[24] The City of Saskatoon, File PL – 907, background on all buildings on this page.

5. The Rumely Warehouse

The Rumely Warehouse was built in 1913 by the Rumely Company, which was founded in Indiana, USA. The company was involved in the sale of agricultural implements. Built adjacent to the rail lines, all merchandise was easily transported to the rear loading area of the building. The floors of this five-storey structure are no less than 9 inches thick and also featured the largest freight elevator of its time. Currently, the building houses a number of small businesses on the ground floor with the upper floors mainly vacant. The building is known for its beautiful brick exterior, with ornamental features symbolic of the Rumely Company.[25]

The Rumely Warehouse

Human History

An array of resources is available to trace the history of the Warehouse District. The buildings that remain only tell part of the story of the District's function. Many contributions have impacted the development of the District and the economy of the City. The early successes of the Warehouse District resulted, in part, from the optimism of many determined pioneers who came to the settlement with an enterprising spirit. A rich history of individuals and organizations that have made significant contributions in shaping the Warehouse District and the local economy has been well documented. As already stated, there is an array of sources in which history can be researched, starting with writings and photographs.

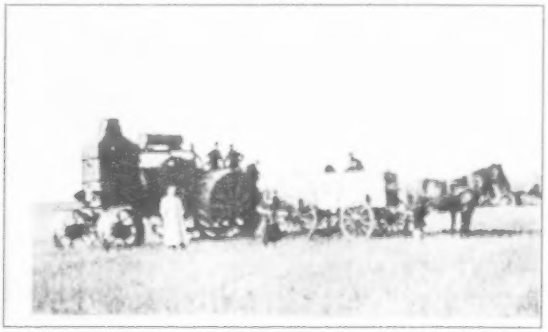

Photo: An original Rumely tractor, likely to have been assembled in the Warehouse District. Photo taken near Mossbank, SK. Credit: Personal collection of staff member

[25] The City of Saskatoon, File PL-907

According to the Planning Committee, human history is one of the strengths and themes of the Warehouse District. By way to celebrate the successes and optimism of the past, interpretive displays may be incorporated as design elements or focal points in the District. Similarly, through the placement of art in that reflects the former function of the District, such as rail ties or tractor parts, interpretation may be achieved.

Conserving, interpreting and promoting the material and human history in the Warehouse District is a goal for the Planning Committee. The buildings considered for Heritage Property Designation represents important pieces of history that contributed to formation of the District. There is currently no formal inventory program to identify and research historical properties by neighbourhood in the City. Given the historical significance in the Warehouse District, inventory needs to be taken of potential heritage properties, which may lay the groundwork to develop a program for the rest of the city.

Photo taken from the corner of Idylwyld Drive and 23rd Avenue. The Fairbanks Morse Warehouse is seen on the right.[26]

Heritage Conservation Districts (HCD)

Heritage Conservation Districts (HCD) are similar to Architectural Control Districts (ACD), see page 65, in that the purpose is to maintain similar outward appeal. Like an ACD, a HCD must have full consensus among all the affected property owners and a detailed list of the heritage features to be maintained must be produced by the initiators of the project, clearly defining the area in which the controls are to be applied.

For similar reasons as the ACD, the Planning Committee does not support the creation and application of an HCD in the Warehouse District. A Heritage Conservation District is difficult to create and implement, as it is unlikely that full consensus can be arrived at among property owners.

[26] "Photo No. B 13153, photographer unknown, courtesy of the Saskatoon Public Library, Local History Room".

Heritage Incentive Programs

The City of Saskatoon offers two Heritage Incentive Programs to assist property owners of "built" heritage structures in restoring or upgrading their properties.

1. Heritage Conservation Program: This program provides assistance for major rehabilitation projects and protects the long-term future of the property. For eligibility and program details, contact the Development Services Branch for more information.

2. Heritage Façade Program: This program provides assistance to commercial property owners who are interested in restoring and conserving the façade of their buildings. A grant up to $5,000 is available for applications meeting set criteria. For more information, contact the Land Branch.

Ashdown Warehouse: Destroyed by fire in 1995 [27]

Recommendations

6.1 That the Development Services Branch request resources through the Capital Budget process to undertake a comprehensive inventory of potential heritage properties in the Warehouse District.

6.2 That the Community Services Department advise the owners of the Tees and Persse Warehouse, 331- 1st Avenue North, Buckwold's Warehouse, 75- 24th Street East and The Rumely Building, 226 Pacific Avenue of the potential opportunities presented by City's Heritage Conservation Program.

6.3 That Community Services Department advise the Downtown Partnership of heritage research that the City has available on properties in the Warehouse District and which could be used for interpretive purposes.

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[27] "Photo No. PH 93-209-34, photographer unknown, courtesy of the Saskatoon Public Library Local History Room."

7.0 Incentives & Development Conditions

Goals

- to encourage reinvestment in the Warehouse District by providing economic incentives;
- To improve the overall desirability of the District by identifying and removing disincentives or barriers to development;
- To increase opportunities for housing alternatives to locate in the District;
- To provide a better balance between risk and reward for potential investors.

Introduction

In many cities today, a disproportionate amount of civic attention is focused on development at or near the periphery. New construction continually re-defines the outer boundary of Saskatoon. As the city grows, not all neighbourhoods change or develop at the same rate. The rate of development in the core areas is usually much lower compared to suburban neighbourhoods. Sometimes, this disparity in the rate of this change will lead people to believe that core areas, such as the Warehouse District, are depressed or neglected. This assumption may erode consumer and resident confidence in the future of the core areas.

Much of the land currently reserved for use by the City Yards may be made available for development once the new 25th Street extension is constructed.

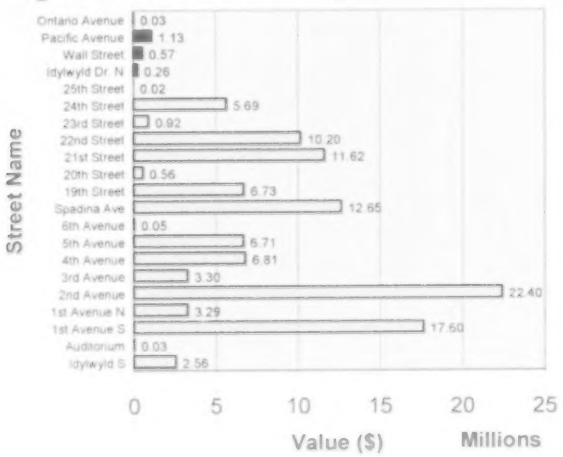
The Warehouse District has experienced a prolonged period of low investments, resulting in underutilized buildings and abundance of vacant land. Incentives will be required to reverse the current trend in order to revitalize the District.

The following map of Downtown shows the amount of capital spending (by range) over a ten-year period. It depicts the areas in which improvements have been made based on the amount of dollars spent on cumulative projects. Capital spending consists of streetscape enhancements and improvements to infrastructure. The Warehouse District is outside the areas of the Downtown, which have received the largest amount of capital spending.

Figure 4: Amount of Capital Spending in the Downtown, 1990-2001

The following chart shows the value of construction based on building permit values over a 10-year period. The Red bars indicate that the Warehouse District has seen considerably less construction activity than most others areas of Downtown. (Note: The distinction between north and south on this chart are separated by 22nd Street)

Figure 5: Value of Building Construction 1990-2000



Competing with Peripheral Locations:

From a development point of view, the Warehouse District and other core neighbourhoods experience a disadvantage by being in older areas. These areas must often compete with peripheral locations, which have development advantages such as:

- Less risk/ more certainty
- New infrastructure
- Growing population
- Higher incomes

What are some Disincentives?

Aging Infrastructure

The infrastructure in the Warehouse District is old and there is uncertainty of its condition. Until a full condition analysis is undertaken, more costs may be passed onto prospective developers. These costs are a disincentive to develop in the core.

Infrastructure Services reported that the hydraulic and structural condition of the water and sewer systems was evaluated in 1990 and were found to be 'fair to good', with the exception of the storm sewer system on 24th Street. Redevelopment of the District will necessitate the construction of a trunk sewer system on 24th Street. Flow monitoring stations on the sanitary and storm sewer systems downstream of the Warehouse District are being installed this year (2002) and will aid in determining the magnitude of the required upgrades in the future.

Environmental Concerns

Many sites in the Warehouse District will require environmental screening for contamination from former uses. This usually involves a lengthy and costly process that might otherwise be avoided by building in the periphery.

Lack of understanding the Building and Fire Code

It was suggested during the Planning Committee meetings that some stakeholders are limited in development options in part due to the perception of costly requirements to meet building and fire code objectives. Code application to existing buildings requires careful consideration of the level of safety needed for the building. This needs to be better communicated to prospective developers and building owners. For further discussions on Building Codes, refer to page 63 the Elements of Design section of this report.

Uncertainty of Area Trend

Significant investment in an old area is sometimes viewed as a risk unless there are indicators that an area will improve. Improvements to the Warehouse District are likely to occur in small, positive increments, over time. *This Local Area Plan is intended to foster a positive outlook for this area and, with assistance from The Partnership, sustain that optimism over time.* Without a plan to improve Warehouse District, uncertainty about the future of the area will remain a disincentive to development.

Recommendation 7.1: That Infrastructure Services conduct a condition and capacity analysis of the Warehouse District utility services.

Off-site Levies

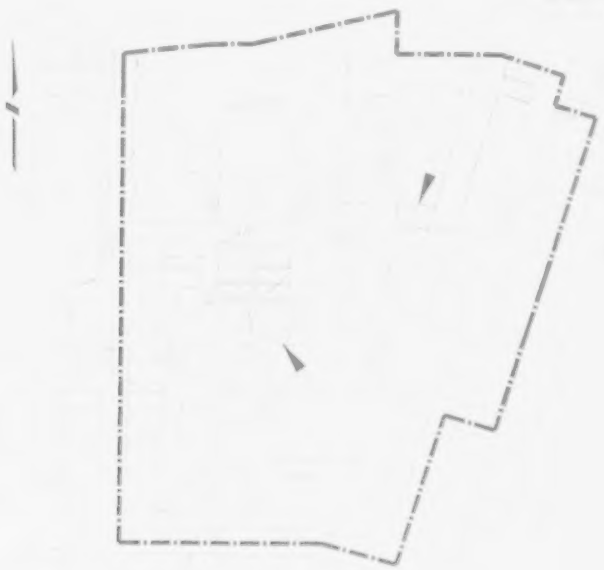
Off-site levies are charges levied on all new development for costs of services including:

- Sanitary Sewers
- Primary Water Mains
- Parks and Recreation
- Arterial Roadways

These are services the City provides which indirectly serve all areas of the city. The City began charging off-site levies in 1968. At that time, City Council adopted a policy to charge not only new development (suburban areas) from that point on, but also to recoup these charges in areas where the levies were never collected. The levies are calculated on a front metre or site area basis depending on the characteristics of the site. The charges can be substantial and are triggered by a water and sewer connection and/or subdivision, severance or consolidation of land. In many cases, the off-site levy charges are not anticipated by prospective developers. Often, owners who want to redevelop an existing building, renovate, or construct a new building in core areas of Saskatoon are caught off-guard by the charges.

Furthermore, the market price of existing, older buildings and properties in the core does not reflect the fact that these charges have never been paid. In effect, the charges are over and above the market value paid for an existing older building. Off-site levies represent a major disincentive to developing in the Warehouse District and core areas without financial incentives to assist with these charges.

To illustrate the extent of this unexpected cost, the Infrastructures Services Department provided an estimate for off-site levies on two existing sites:
a) one parcel with a building and;
b) on a block that lies vacant. The figures are:



a) **Lots 11-13, Block 13, Plan Q10 (Arthur Cook Building)**

Trunk Sewer Levy	$5,580.83
Primary Water Main	998.40
Arterial Road Levy	3, 667.22
Parks & Recreation Levy	2,976.01
Total	$13,222.46

b) **Block 15, Plan G3042**

Trunk Sewer Levy	$37,600.95
Primary Water Main	6,726.77
Arterial Road Levy	24,707.96
Parks & Recreation Levy	20,050.96
Total	$ 89,086.64

Developers are often hesitant to redevelop older structures not knowing fully what to expect in way of costs such as these. It should be noted that in the example of case a, the Arthur Cook Building, that offsites are only payable upon subdivision, which includes condominium development. If the reuse of the building were for rental units, then no offsite levies would be charged, as service connections already exist.

What Incentives are Available?

Business Development Incentives

Business Development Incentive Policy (C09-014)
The City of Saskatoon has a business development incentive that is available city-wide, to encourage the location or expansion of a business that will lead to long-term employment in specialized sectors. The program is administered through the SREDA. The policy is currently under review. Incentives may include one or a combination of: exemptions or reductions of any civic tax or fee; and exemptions or reductions of pre-paid servicing levies.

Housing Initiatives

(Currently under review, please refer to page 58)

The Downtown Rental Housing Tax Abatement Program:
This program offers an incremental phase-in of the increase in property taxes for rental housing projects over a period of five years. A condition of the program is that any supported units would not be able to be converted to a condominium for 10 years. This program is currently under review.

The Downtown Housing Building Permit Fee Rebate Program:
This program offers a rebate of 50 percent of the building permit fees paid for any multiple unit housing projects (four dwelling units or more)

Heritage Programs

Heritage Conservation Program: This program provides assistance for major rehabilitation projects and protects the long-term future of the property.

Heritage Façade Program: This program provides assistance to commercial property owners who are interested in restoring and conserving the façade of their buildings. A grant up to $5,000 is available is available for applications meeting set criteria.

Enterprise Zones

In an effort to reverse negative trends in the City's core neighbourhoods, the City of Saskatoon has recently adopted the use of Enterprise Zones. An Enterprise Zone is a specified geographic area where incentives are offered by the City to create a better environment for property investment and change. Enterprise Zones have worked in many other municipalities to improve conditions and stimulate investment by creating targeted incentives that improve the overall confidence in core areas.

The proposed area that the Enterprise Zone will comprise includes eight core neighbourhoods:

- Westmount
- Caswell Hill
- King George
- Mayfair
- Pleasant Hill
- Riversdale
- West Industrial Area
- Kelsey/Woodlawn

Why Isn't the Warehouse District Included in the Enterprise Zone?

The City of Saskatoon is poised to invest money in the Warehouse District over the next five years in the following projects:

- the Design Plan for extension of 25th Street;
- Conduct study to consolidate City Yards, north of proposed 25th Street extension;
- Construction of new 25th Street extension;
- Subdivide and service new commercial sites flanking extended 25th Street.
- Consolidate City Yards north of 25th Street (long term).

It should be noted that the above list of projects is proposed. Actual funding will come through the City's Capital Budget on an annual basis. However, if Council agrees to fund these improvements, it will amount to millions of dollars of investment. How the area redevelops remains to be seen and the Planning Committee has suggested that the Warehouse District be considered for inclusion in an expanded Enterprise Zone after the trial period is over for access to incentives. It was rationalized that the area should not be included until the projects are in place, and at that time, new programs for incentives may be examined for the Warehouse District.

Recommendation 7.2: That upon the relocation of the City Yards and the completion of the 25th Street extension, the City of Saskatoon consider creating a Downtown Warehouse Development Incentives Program to offer tax incentives for all types of development within the Warehouse District.

What may be Offered in the Enterprise Zone?

Property Tax Abatement/Rebate/Freeze	Work is currently underway with SREDA to revise and improve the existing *Business Development Incentive Policy (C09-014)*. This city-wide policy has been in place since 1991 and may provide a waiver or reduction in any civic tax or fee, down payments on land, utility deposits, prepaid servicing levies.
Building Permit Waiver or Rebate	Consideration may be given to waiving or rebating any building permit fee related to a construction project within the new Enterprise Zone. This may include new construction and renovation work.
Building Code Equivalencies	At present, many local commercial and industrial property owners are reluctant to redevelop their properties because they assume the City will require expensive renovations. However, redevelopment may not be as expensive as assumed if equivalencies are used prudently.
Reduce, Rebate or Waive Development Charges	Charges for the payment of off-site levies tend to discourage redevelopment in the core. These charges may be reduced or waived as part of the Enterprise zone.
Relocation Assistance/Land Swapping	In many instances, due to historical circumstances, there are unsightly and potentially dangerous industrial uses adjacent to residential areas. The City will offer a land swapping or relocation incentive to encourage old industrial uses to relocate to newer, planned industrial subdivisions within Saskatoon.
Land Assembly	Land assembly would identify and "package" certain City-owned parcels of land in the Enterprise Zone, which would be offered for sale in a "ready to build" state. All fees, costs of infrastructure improvements etc. would be included in the sale price. This means more certainty.
Rebate Environmental Screening Charges	In many cases, developing land in the core of the City requires that an environmental screening be undertaken. The prospective developer is usually responsible for the costs of environmental screenings. The City will rebate the cost of environmental screening within the Enterprise Zone subject to the issuance of a building permit and construction taking place.

8.0 Safety

Goal

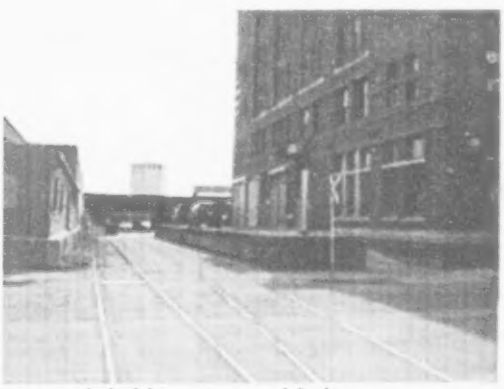
- To increase the safety and security of the Warehouse District's stakeholders, property and patrons through the reduction of opportunities for crime and to improve the perception of safety.

Introduction

Safety is a fundamental element of community well being. As our City continues to grow and change, so do the security needs of people and their property in individual communities. Some areas are more prone to crime for reasons as varied as geographical location, demographic composition or environmental design factors. Specific neighbourhood characteristics may be indicators that the area may be at risk for certain kinds and varying degrees of crime. In the Warehouse District, this could be attributed to the mass and scale of the structures, narrow spaces between and behind buildings, the industrial City Yards, certain entertainment uses and the general lack of people visiting and using the area.

Public Perception

The Warehouse District was once a thriving industrial area of Saskatoon. It was a district of wholesalers who required the convenience of rail lines and vast spaces for the storage and shipment of a wide variety of products. Today, as with other core industrial areas, the district is sometimes perceived to be dark and unwelcoming. In the Warehouse District, it is the brick facades, and a few empty buildings that presents an overwhelming sense of isolation to any passerby. Adding to this feeling are the narrow spaces between the buildings, the lack of appropriate lighting and the sudden ending of Wall Street and Pacific and Ontario Avenues at the City Yards just north of 24th Street.



Spaces between warehouses can be dark at night. Some stakeholders expressed feeling unsafe walking from their buildings to their vehicles at night.

Stakeholder Concerns

The Planning Committee discussed safety briefly during the meeting process. General consensus is that the area is dark at night, which contributes to the users perception of vulnerability. Of particular concern are the areas where Pacific Avenue, Wall Street and Ontario Avenue terminate at the former CPR lands north of 24th Street.

Some areas in the District are prone to loiterers.

Improving the Perception of Safety and Comfort

Efforts to improve the perception of safety in the District have started with the installation of new lighting along 24th Street. The new lights are brighter and feature lower pedestrian lights on each post. Against the backdrop of the solid warehouses, these heritage style lights are a positive improvement to security and comfort level in the area. It has been recommended in the Elements of Design Section that these new lights be installed throughout the District over time to increase user safety, to protect stakeholders property and to reinforce the overall historic character of the District.

The design and construction of the 25th Street extension will create many possibilities for reducing the opportunity for crime in the District. New vehicular and pedestrian pathways can increase natural surveillance in the area and increase users feelings of safety. The creation of the new sites offers the opportunity of developing compatible and supportive land uses, which will enhance the image in the area, decrease the amount of empty space and buffer the Warehouse District from the more traditional industrial land uses.

Crime Prevention Through Environmental Design (CPTED)

The City of Saskatoon established the Safer City Committee in 1998. This committee provides a strong, effective focus for building a safer city by providing a coordinating body, facilitating cooperation and mutual support between civic departments, agencies and individuals in the community. This network of support contributes directly to the ability of our communities to address their own needs, identify their problems and priorities, and to develop strategies and programs to deal with the issues they face. The overall goal of the Safer City Committee is to build capacity in the community, to identify, prioritize, analyze, and solve urban safety issues within that community.

One of the tools in use by the Safer City Committee, through the City Planning Branch, is Crime Prevention Through Environmental Design (CPTED).

CPTED is a multidisciplinary approach to crime prevention and includes collaborating to define problems, identify solutions, carry out the most feasible plan, and evaluate the results. Using CPTED makes efficient use of all local resources within the community, both formal and informal. CPTED encourages the community to become more proactive in controlling crime in their neighbourhood.

"CPTED is a process, a way of thinking about crime, not a "cookie cutter" program to replicate. It brings together police officers, residents, local planners, and members of other local agencies to examine how the area's physical features influence crime and the opportunity for crime. Physical features can then be designed or modified to reduce vulnerability to crime." [28]

Recommendation

8.1 (a) That a safety audit be conducted before the design and construction of the new 25th Street extension to evaluate the crime prevention needs in the District's existing areas and in advance of creating new areas.

8.1 (b) That the safety audit report be forwarded to the 25th Street Streetscape Master Plan design team, Land Branch for consideration during the preparation of the Master Plan design.

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[28] National Crime Prevention Council - Designing Safer Communities: Crime Prevention Through Environmental Design Handbook.

Appendix 1:
RA District (Reinvestment Area) Draft

Purpose: The purpose of the RA District is to facilitate reinvestment in older core areas and core industrial areas by facilitating mixed uses and flexible zoning standards, as well as promoting the rehabilitation of existing structures. The RA District is intended to facilitate a broad range of compatible industrial, commercial, cultural, entertainment and encourage residential uses, including live/work units.

Permitted Uses:
The Permitted Uses and Minimum Development Standards in a RA District are set out in the following chart:

RA District	Width	Depth	Area	Front	Side	Rear	Min. Height
Permitted Uses 1. All uses of buildings and land are permitted except those specifically noted as prohibited or discretionary in the sections below.							8 m

Prohibited Uses:
The Prohibited Uses in a RA District are set out in the following chart:

RA District	Width	Depth	Area	Front	Side	Rear	Height
Prohibited Uses 1. Heavy Manufacturing. 2. Junk and Auto Salvage Yards, automobile wrecking yards and other similar uses. 3. Gas manufacturing, bulk storage or the filling of bulk gas cylinders. 4. Arsenals or explosives manufacturing or storage. 5. Refining or wholesale storage of petroleum products or explosive derivatives thereof. 6. Feed lots and stockyards. 7. Sawmills and planing mills. 8. Steel mills, blast furnaces & smelters. 9. Chemical Manufacturing. 10. Campgrounds and mobile home courts. 11. All uses of land, buildings and industrial process that may be noxious or injurious, or constitute a nuisance beyond the boundaries of the subject site by reason of the production or emission of dust, smoke, refuse, matter, odour, gas, fumes, noise vibration or other similar substances or conditions. 12. Dangerous goods manufacturing. 13. Building materials storage yards. 14. Contractor's yards. 15. Lumber yards. 16. Crematoriums. 17. Pawn Shops. 18. Motor Vehicle Dealers – excluding small, personal recreation vehicles such as motorcycles, snowmobiles, ATVs, etc. 19. Trucking Operations. 20. Adult Entertainment Uses. 21. Large Format Retail Stores with a Gross Floor Area exceeding 9600m2 (103,337ft2). 22. One & Two Unit Dwelllings & Semi-detached Dwellngs							

Discretionary Uses:

The Discretionary and Minimum Development Standards in a RA District are as follows:

RA District	Width	Depth	Area	Front	Side	Rear	Height
Discretionary Uses 1. Residential Uses. 2. Live/Work Units. 3. Automotive Repair Shops. 4. Gas Bars and Service Stations. 5. Day Care Centres & Pre-Schools. 6. Custodial Care Facilities. 7. Private Schools.							

Notes to Development Standards:

Size Standards:

- No minimum or maximum size restrictions on buildings.
- No minimum or maximum size restriction on sites.

(Intent: there is general agreement, that odd-shaped buildings and sites are part of the character of the warehouse district. The regulations should reflect an open, flexible environment so developers can use the existing parcels as they see fit).

Signs:
Sign Group No. 5 with the following provisions: no portable signs.
(Intent: there was no support for controlling signage in this area, except to restrict the use of portable signs.)

Parking:
No minimum off-street parking standard (similar to the B6 District). However, there should be a restriction prohibiting any off-street parking from being located in the front yard of any site.
(Intent: there is no support for even a minimal off-street standard. Developers will create off-street parking as they see fit. If a developer provided a building setback in the front, it was recommended that the space not be used for parking. If a setback was provided in the front, it is hoped that it would accommodate a deck or patio for the public).

Surface Storage:
Surface storage may be permitted in conjunction with a permitted use within the RA District. Outside storage areas shall be permitted in side and rear yards and shall be screened suitably from any public street. No front storage shall be permitted.
(Intent: since some outdoor storage will be allowed in this district, it was felt that it should be screened from view at all times to keep the area looking attractive).

On-site Landscaping:
No requirement.
(Intent: there was no support for any required landscaping. The area is intended to reflect an urban environment).

Building Height:
Minimum building height of 8 metres.
(Intent: the intent of this regulation is to foster an 'urban', or dense environment. A minimum height has been specified to ensure that future buildings will have at least 8 metres of height (2 to 3 storeys).

No maximum building height.
(Intent: there was general agreement that a maximum height was not needed since the risk of a very tall high-rise development being built in this area was very small).

Setbacks:
No building setbacks required.
(Intent: the area is intended to have a dense, urban feel. Building setbacks would not further this goal).

Appendix 2:
Residential Conversion Case Study